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THE REDEVELOPMENT OF BLIGHTED AREAS

Report on Conditions Indicative of Blight and Redevelopment Policies

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THE REDEVELOPMENT OF BLIGHTED AREAS

This is a study of areas in which conditions are found indicative of blight. It considers also the means by which these areas may be rebuilt, as part of a broad plan for the improvement of San Francisco.

574282

City and County of San Francisco

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CERTIFICATE OF ADOPTION

This report, including maps, plans, charts, and descriptive matter, and all supplementary reports and documents specifically referred to herein has been approved and adopted by Resolution of the City Planning Commission, No. 2998, December 20, 1945 as part of the Master Plan of the City and County of San Francisco.

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A C K N O W L E D G M E N T S

The Planning Commission and staff have had excellent working relationships with other departments and agencies in the preparation of material for this report. The assembly of facts indicating the existence of slums and blighted districts, and the determination of the social and economic costs of such areas requires a high degree of cooperation among official groups. As this report indicates, there is much work yet to be done in this field.

The Planning Commission acknowledges with sincere appreciation the data and information provided by numerous officials in the following and other agencies:

Health Department

Fire Department

Police Department

Juvenile Court

Public Welfare Department

Community Chest

Housing Authority

SUMMARY OF FINDINGS AND RECOMMENDATIONS

1. Property records and surveys in San Francisco show a number of areas compactly built, covered generally with wooden structures fifty or more years old, with indiscriminate mixtures of industry, business and housing, having large percentages of substandard dwellings and absentee ownership, lacking adequate open spaces, playgrounds, and gardens, and presenting ugly, depressing vistas on the public streets. Such areas are blighted.

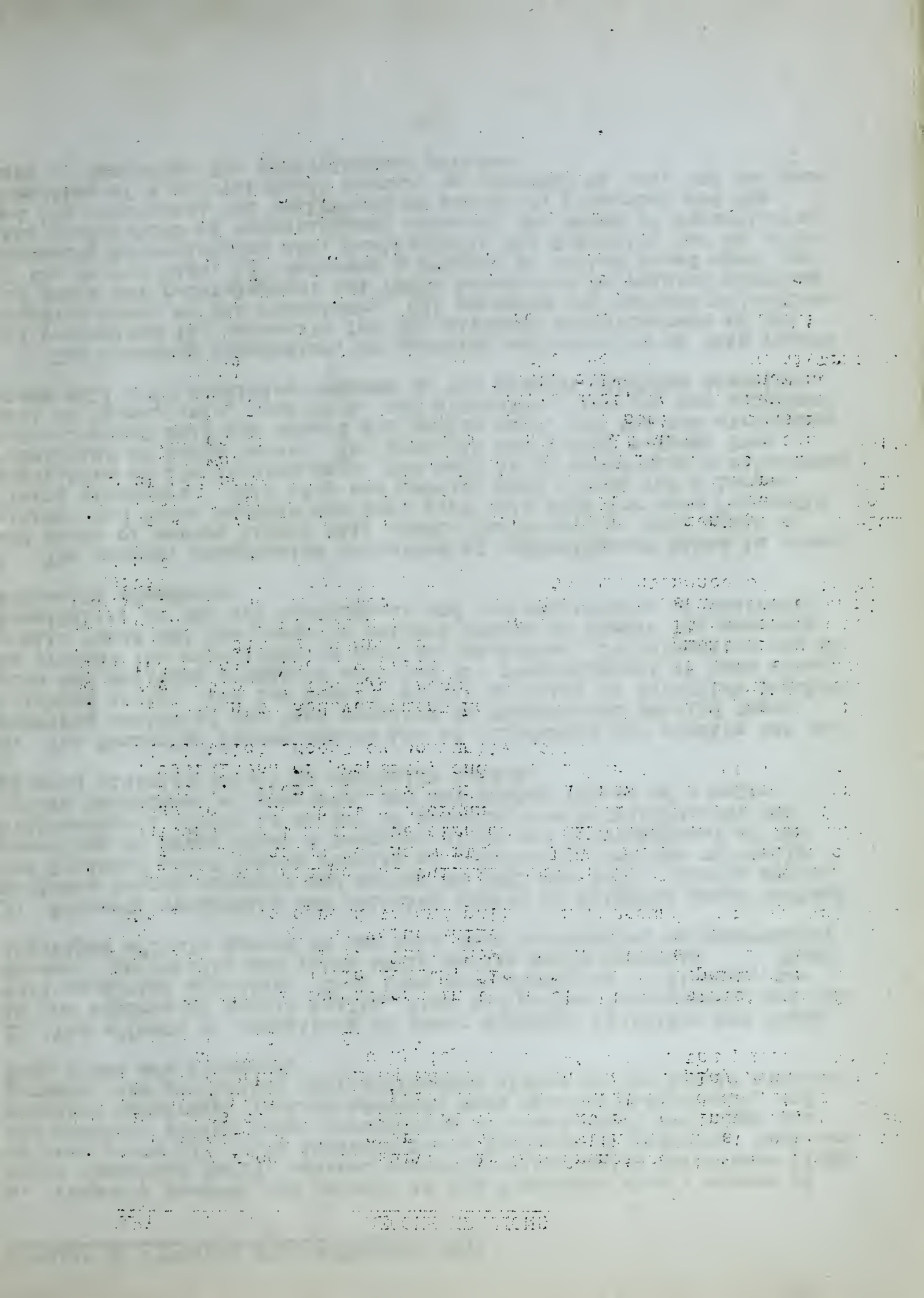
2. The effects of conditions in these blighted districts are found in the reports of public health, fire and police departments, and the various social agencies. They show concentrations of disease, decreases in utility and value while public costs increase Their injurious effects spread to and pull down surrounding neighborhoods.

3. Property ownerships and building habits in blighted areas reflect patterns deemed adequate and worthy in 1880 and 1890. Single owners are hesitant about making repairs or rebuilding, and are virtually powerless to bring about a reorganization and redevelopment of the neighborhood. There is no way of securing new attractiveness and modern usefulness of property, and the higher values of a well-planned district except by community action.

4. The Community Redevelopment Law of California now permits and encourages action of the type required to reclaim and rebuild these blighted areas. The law permits public agencies to establish population and building standards covering the redevelopment of such areas, to prevent the repetition of previous mistakes. It authorizes use of public funds and the power of eminent domain to assure the economic feasibility of the new development and the maintenance of desirable community standards.

5. The steady, progressive execution of redevelopment plans in slums and areas of severe blight will enable San Francisco once again to attract and house workers who have left this city for more favorable living elsewhere. This city can provide good living for a larger population on its limited area, but only if it undertakes constructive rebuilding of large areas. The economic and social returns from redevelopment will far exceed its public cost, for the new structures will be clean, safe, healthful, and attractive, and the new neighborhoods will have qualities unknown in the present blighted districts.

The Planning Commission, by approval and adoption of this report (1) recognizes the necessity for the ultimate redevelopment of the blighted areas of San Francisco, (2) approves the general objectives and goals for redevelopment set forth herein and in related sections of the Master Plan, (3) endorses a program of action based upon the Community Redevelopment Act, particularly the necessity for an official designation of redevelopment areas by the Board of Supervisors, and (4) recommends the employment of necessary personnel and the formation of a redevelopment agency, as provided by law, for the purpose of advancing the redevelopment program.



C O N T E N T S

Title Page
Members of Commission
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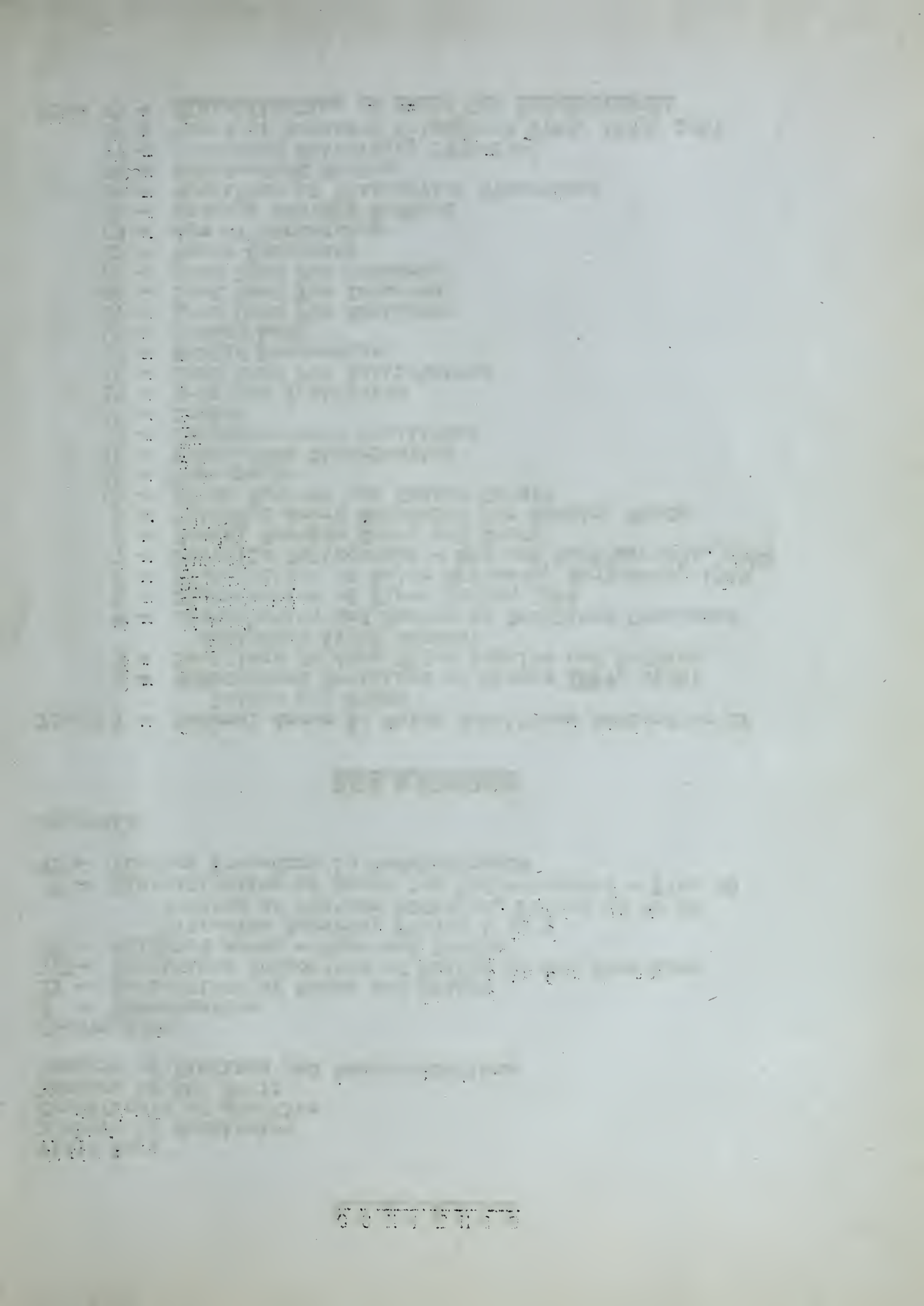
Summary of Findings and Recommendations

Frontspiece
I - Introduction
II - Definitions of Slums and Blight
III- Conditions Indicative of Blight in San Francisco
IV - Blighted Areas - Maps and Charts
City-wide Records, Plates 1 to 9
Studies of Western Addition, Plates 10 to 28
V - Classification of Areas for Redevelopment - Plan 29
VI - Further Procedure in Redevelopment

Appendix

MAPS & DIAGRAMS

Plate 1 - General Areas In Which Conditions Indicative of Blight are Found
2 - Substandard Dwellings by Blocks (RPS, 1939)
3 - Dwellings Needing Major Repairs and Bathing Equipment (1940 Census)
4 - Distribution and Number of Dwellings Condemned
5 - Distribution of Fires During 1944
6 - Distribution of Major Offenses, September, 1945
7 - Juvenile Delinquency - Boy and Girl Arrests, 1944
8 - Social Service Cases and Costs
9 - Blighted Areas Scheduled For Special Study
10 - Block Numbers and Census Tracts
11 - Topography
12 - Population Distribution
13 - Transportation Facilities
14 - Zoning
15 - Sanitary Facilities
16 - Land Used For Institutions
17 - Public Properties
18 - Vacant Land
19 - Land Used For Residence
20 - Land Used For Industry
21 - Land Used For Commerce
22 - Owner Occupancy
23 - Age of Structures
24 - Average Monthly Rentals
25 - Condition of Residential Structures
26 - Substandard Status
27 - Condemned Buildings, 1938-1945
28 - Trend of Assessed Valuations 1923, 1933, 1943
Plan 29 - Classification of Areas for Redevelopment



I

INTRODUCTION

San Francisco has large areas in which conditions indicative of property blight appear. It also has small but ugly slums. Observant citizens know where they are. Those who have pride in their city and an interest in its future also know that these areas constitute a challenge which must be met. Moving away from blight, or pretending that it does not exist, do not cure it.

The emphasis of this report is upon existing conditions in the areas of blight and decay. An unfavorable picture is presented, but the facts serve to point out the necessity for action. Plans for the redevelopment of the worst blighted districts must be made.

Modern, fire- and vermin-proof housing with adequate light and air, vistas and gardens can replace the dark and ugly buildings now standing in these areas. More families and more children can be accommodated under more favorable conditions. New, compact and harmonious business and industrial districts can be created, bearing a proper relationship to streets and residential areas.

Thousands of families, of all income groups, now living in distant suburbs can be brought back into San Francisco by this type of constructive effort. Public aid will be needed, but this will not be subsidized public housing. The job will be done by government and private capital working together. Every project will stand upon a solid economic base.

A new State law now makes such a program possible. It is the purpose of this section of the Master Plan to present a chart for further action in this important field, San Francisco, because of its peculiar physical structure and limitations of space, can profit greatly from the redevelopment of its blighted areas. Both the State and Federal government stand ready to help us if we move aggressively to rebuild and modernize these districts.

San Francisco is an old city. Much of it is built of wood. The areas of obvious blight and decay are generally those spared by the 1906 fire. Here buildings 40, 50, and 60 years old are crowded together. They have been patched, repaired, and changed into apartments, stores, rooming houses and garages. The districts in which these conditions are found are convenient to the business and industrial centers. Streets, schools, and utilities are all in. The land is gently sloping, the climate excellent. But the future of this once valuable property will be dark and uncertain until the old structures can be scrapped and attractive new buildings adapted to modern needs can be built on the land.

DEFINITIONS OF SLUMS AND BLIGHTED AREAS

Chapter 1326, Statutes of 1945, known as the Community Redevelopment Act, gives all cities of the state power to move directly against slums and blighted districts. The municipality has first responsibility for action, and its initial moves are toward the designation of areas in which conditions are found indicative of property blight and slums.

Once such areas are established, the City can plan new uses for the land, new street systems and recreation areas, and better arrangements of buildings. It can use its funds to acquire property, and if necessary can condemn parcels held by owners unwilling or unable to sell. Sites ranging in size from a single block to many blocks can be cleared of old buildings and made available for new construction. The City serves primarily as a planning authority and land agent. It does not build any structure for private use under this law. The major investments will be made by private capital.

In the formulation of an action program under Chapter 1326, questions arise concerning the definitions of blight and slums. Moreover, standards of measurement must be established for the classification of areas for immediate and prospective redevelopment.

State Housing Authorities Law

The first authoritative definition of slums in California law appeared in the Housing Authorities Law, Chapter 4, Statutes of 1938, Section 3,h.

> " 'Slum' shall mean any area where dwellings predominate which, by reason of dilapidation or crowding, or faulty arrangement, or design, lack of ventilation, light or sanitary facilities, or any combination of these factors, are detrimental to safety, health and morals."

The above law further states, in Section 4, that in determining whether dwelling accommodations are unsafe or insanitary, the governing body of the community may take into consideration -

> " the degree of overcrowding, the percentage of land coverage, the light, air, space, and access available to the inhabitants of such dwelling accommodations, the size and arrangement of the rooms, the sanitary facilities, and the extent to which conditions exist in such buildings which endanger life or property by fire or other causes".

These definitive terms are repeated and amplified in the 1945 Community Redevelopment Act. They deserve special note for two reasons. First, they constitute the yardstick by which conditions in the slums and blighted sections of the city are measured and specific areas marked for redevelopment. Second, they suggest in broad outline the form and character of the new improvements that should be planned for such areas, and the policies and standards needed now to prevent repetition of the errors that led to their decline.

Community Redevelopment Act

The Community Redevelopment Act goes to considerable length to define the conditions which must be found to exist in an area before it may be classified as blighted. These measurements consider the relationship of the area to the community as a whole, its physical character, economic status, and the social effects of all these factors and conditions. The definitions of blight, summarized, are as follows:

Section 2, (a) Areas must be characterized by buildings and structures used for living, commercial, industrial purposes or any combination thereof showing -
- defective design
- defective physical construction
- faulty interior arrangement
- bad exterior spacing
- high density of population and overcrowding
- inadequate ventilation, light, sanitation, open spaces, recreation areas and facilities
- age
- obsolescence
- deterioration
- dilapidation
- mixed character, or shifting uses, or any
- unfit or unsafe to occupy for residential commercial, industrial or other purposes
- conducive to ill health
  - transmission of disease
  - infant mortality
  - juvenile delinquency
  - crime

(b) Areas characterized by economic dislocation, deterioration or disuse resulting from -
- faulty planning
- subdividing and sale of lots of irregular form and shape and shape and inadequate size for proper usefulness and development
- laying out of lots in disregard of contours and other physical characteristics of the ground and surrounding conditions
- existence of inadequate streets, open spaces and utilities
- lots or other areas subject to being submerged.

(c) Areas characterized by prevalence of
depreciated values
impaired investments
social and economic maladjustments as revealed by reduced capacity to pay taxes
inadequacy of tax receipts in relation to the costs of public services

(d) Areas characterized by growing or total lack of proper utilization resulting in
stagnant and unproductive conditions of land
loss of population, reduction of usefulness
deterioration, and added public costs for creation of new services elsewhere

It will be noted that these definitions are applicable to four types of areas, all of which may be identified in San Francisco:

1. Areas used predominantly for housing, in which the effects of bad physical arrangements and structural conditions are shown in health, crime, delinquency and other social data.

2. Areas of mixed or improper uses, where housing, if present, is subordinate to business and industry, in which the effects of blight appear mainly in low values and other economic terms.

3. Areas of low utility and value due to mistakes in the original planning of streets and lots, poor adaptation to the natural terrain, inaccessibility, or similar faults.

4. Areas subject to overflow by tides or flooding streams, subdivided and sold for use but unusable because of distributed ownership, periodic inundation, and other adverse conditions.

All such areas may, under the Redevelopment Act, be classified as "blighted". They may be shown on maps and charts, and plans for their reclamation and redevelopment can be incorporated in the Master Plan. The policies governing the selection of projects and their timing, however, are to be determined by the Board of Supervisors after all the preliminary steps required by the law have been taken.

The Community Redevelopment Act specifies that no formal action shall be taken looking toward the redevelopment of any blighted districts until a Master Plan, or a general community plan, has been adopted, including -

"Maps, plans, charts or other descriptive matter showing the area or areas in which conditions are found indicating the existence of blighted areas."

This report presents essential information concerning blighted areas in San Francisco and its adoption by the City Planning Commission represents compliance with the above directive.

The Charter of San Francisco

Slums and areas of blight call for the application of special fact-finding and analytical techniques, and for major consideration in the Master Plan. The Charter of San Francisco states that it shall be the duty of the City Planning Commission to make and adopt a Master Plan "for all areas within the city and for three miles outside the boundaries thereof." In the general definition of a Master Plan, however, the Charter does not specifically define slums or blighted districts or indicate the scope or content of plans to be made for any special types of areas.

The City Planning Commission under the Charter does have significant powers and duties in zoning. The classification of land for residential, industrial, and other purposes is a major function of city planning. The regulation of land uses, however, is a negative effort looking mainly toward the preservation of values and the protection of districts in which high values have been created by proper planning. Zoning obviously came too late in San Francisco to prevent the development of slums and blighted areas. This power can be used now, however, as part of the general program of redevelopment, to protect the public health, safety, and general welfare.

Standards and Principles of the San Francisco Housing Authority

Throughout the literature of housing the word "substandard" is used and applied generally to dwellings found inadequate or objectionable for human occupancy. Substandard dwellings are prominent in blighted districts and constitute the majority of structures in the typical slum. In order to prevent any possible misunderstanding of the term "substandard", the San Francisco Housing Authority has established a definition of substandard housing. This definition is based upon existing laws and ordinances. It considers the quality of the dwelling from two aspects (a) its physical condition and (b) the manner in which it is used or occupied, and is substantially as follows:

A - Physically Substandard Housing

A dwelling unit should be considered substandard from a physical point of view if one or more of the following conditions exist:

a. State of Repair

Any dwelling unit unfit for use or in need of major repairs, or extensive minor repairs to overcome hazards to persons and health. (State Housing Act as Amended in 1937, Section 67 to 74 inclusive) and (Ordinance 1008, New Series City and County of San

Francisco, Building Law, City and County of San Francisco.)

b. Equipment

1. Plumbing inadequate or not in accordance with sanitary requirements. (State Housing Act, Sections 35 to 42 inclusive, and 54 and 58a) (Ordinance 615, New Series, City and County of San Francisco)

c. Planning and Space

1. Room size insufficient. (State Housing Act, Sections 30, 63 to 65)

2. Stairways, halls or fire escapes inadequate or insufficient. (State Housing Act, Sections 43 to 53 inclusive)

d. Faulty Relation to Adjoining Structures

Yards, courts, shafts, windows, set-backs, passageways, etc., of insufficient area or improper dimensions to supply adequate light and air. (State Housing Act, Section 11 and 13 to 26 inclusive, also Sections 31 to 34 inclusive, also Sections 60 to 64.)

e. Violations

Floor, shaft, vent, wall, boilerroom, or garage structure hazardous. (State Housing Act, Sections 12, 28 and 54 to 59 inclusive, also Section 61) (Ordinance 8564, New Series, City and County of San Francisco, Garage Ordinance Building Laws, San Francisco)

B - Substandard Occupancy Conditions

The housing conditions of a family should be considered substandard from an occupancy point of view if:

a. The number of persons is in excess of 1.5 times the number of rooms.

b. More than one family lives in the dwelling unit if rental is under $40 per month.

c. Cellars used for living or sleeping purposes.

d. Rooms or dormitories occupied by excessive number of persons.

e. Unsuitable rooms used for cooking or preparation of food.

f. Unsuitable rooms used for living or sleeping purposes (State Housing Act, Sections 27, 62, and 65) (Ordinance 11.083, City and County of San Francisco, Gas Appliance Ordinance).

The records and reports from which data have been derived for this report use the term "substandard" as generally defined above. Housing units having this classification are the ones with which planners and housing specialists must be concerned. Substandard dwellings in large compact groups constitute the slums.

The complete elimination of substandard dwellings from San Francisco is a worthy objective of the city planning program.

Blight disfigures San Francisco, drives people out of the city, interferes with business and industrial development, lowers the value of good property, increases the costs of government. An attractive, new city can be built by reclaiming blighted areas.

CONDITIONS INDICATIVE OF SLUMS AND BLIGHT

Many accept slums and blighted districts as inevitable in the large city, and doubt if anything can be done to improve them. In their view, the only cure for the slum is for the occupants who do not like these conditions to move out. This is what has been happening. The suburban districts have been gaining population and building up at the expense of the old, central parts of the city. Only the war has arrested this trend in San Francisco.

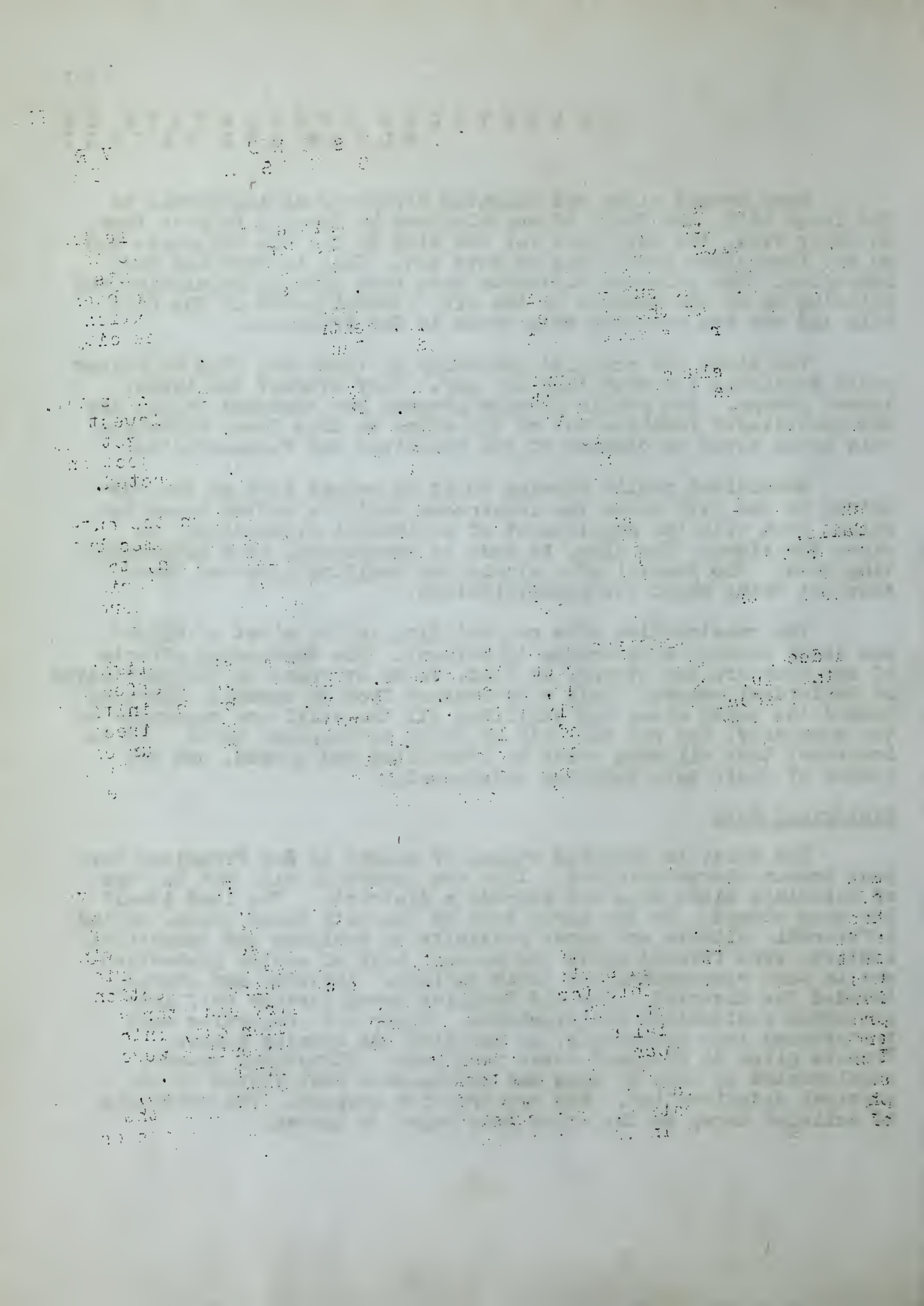
The slums are occupied generally by those who find no better areas available for what they can pay. They attract the lowest income groups. The public housing program was designed to get the underprivileged families out of the slums so that these objectionable areas could be cleared of old buildings and reconstructed.

Subsidized public housing built on vacant land on the outskirts of the city gives the low-income families better homes but fails, even with the requirement of equivalent elimination, to clear the slums. The slum, it must be remembered, is a deteriorating area. The removal of a single old dwelling here and there does not bring about its rehabilitation.

The construction of a new building in the midst of blight and decay becomes a hazardous investment. The depressing effects of the slum are too strong, in fact, to be overcome by the initiative of individual owners. Only a determined frontal assault, directed toward the worst areas and utilizing all the skill and resources of the community, can rid the city of these troublesome spots. It is important that all such areas be identified and marked, and the causes of their deterioration understood.

Historical Note

The areas in advanced stages of blight in San Francisco have many common characteristics. They are generally old, but the age of buildings alone does not degrade a district. The land itself has been abused. In the early days of the city these areas, having a favorable climate and close proximity to business and industrial centers, were favored spots for homes. Lack of zoning protection was in part responsible for their decline. Industry and stores invaded the district. The old families moved farther out, into protected residential neighborhoods. Their old properties were transformed into apartments, or boarding and rooming houses. Tenants given to frequent moves took over. Structural abuses, supplemented by lack of care and maintenance contributed to the physical deterioration. New construction stopped. The processes of cellular decay in the urban body began to spread.



General Descriptions

The conditions noted in the blighted areas of San Francisco are matched in many other cities. So common has this urban disease become, and so menacing to the very existence of cities, that special techniques have been developed for reporting its characteristics and incidental effects. In 1939 and 1940 a Real Property Survey, made by the WPA under the direction of the Housing Authority provided for the first time a systematic, city-wide record of housing conditions. This work, done at a cost of over $250,000, employed scientific methods of field investigation and tabulation found adequate in many other cities.

The basic data presented in this report are taken largely from this survey. They present a picture of property conditions better than those found in such areas today, for little opportunity for the improvement of housing has been possible during the war.

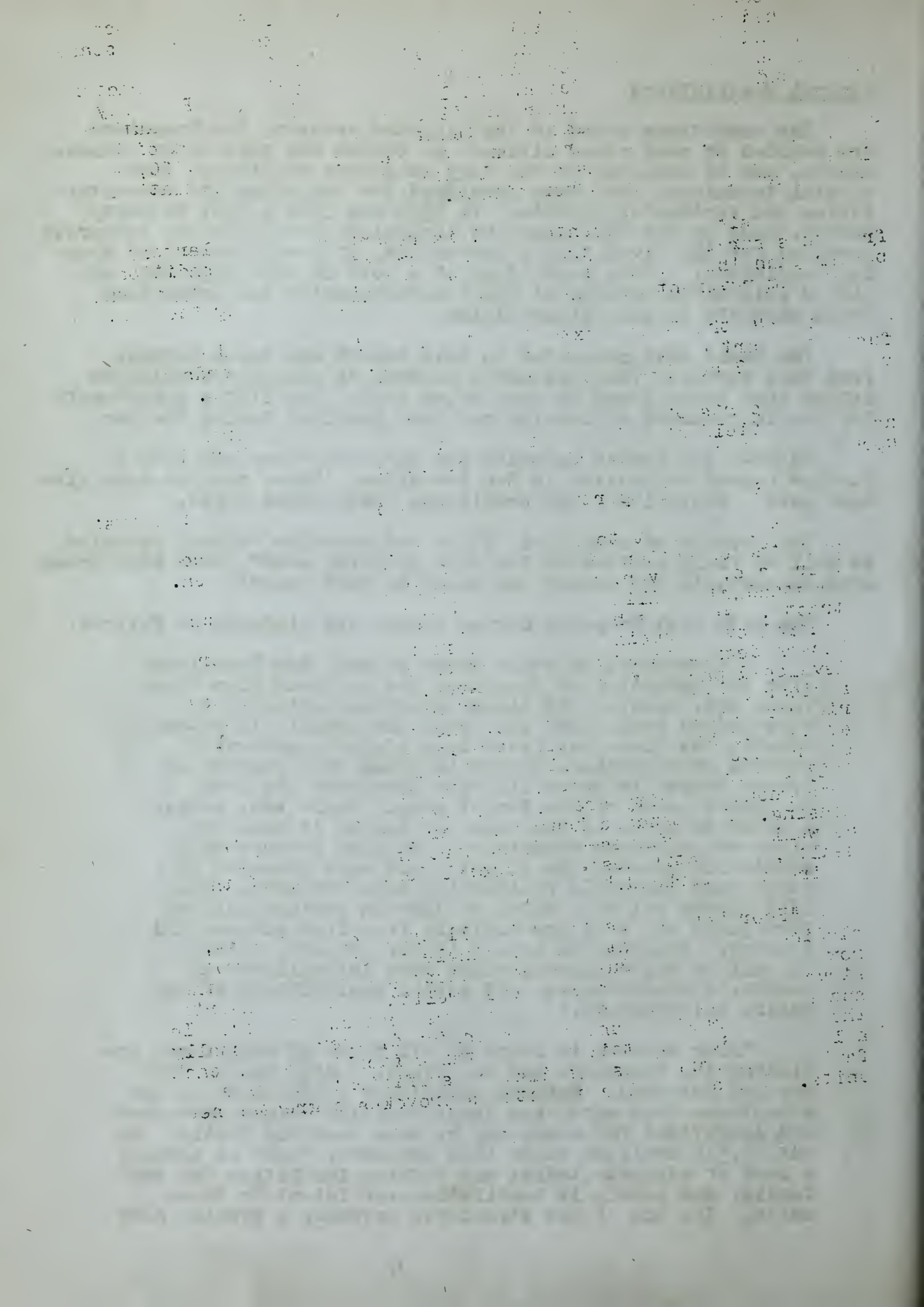
In 1940 the Census extended its investigations and made a further report on housing in San Francisco. These records have also been used. Since 1940, the conditions have become worse.

The reports of municipal, State and war-time Federal agencies, as well as field studies of the city planning staff, have been drawn upon to complete the record presented in this report.

The 1939 Real Property Survey states its findings as follows:

> "In contrast to other large cities, San Francisco with the exception of Chinatown has no great slum area. There are, however, 52 blocks comprised entirely of substandard dwellings, scattered throughout six census tracts. As there has never been adequate community control over housing, blight is found to a greater or lesser degree in every district excepting the newly developed parts of the Sunset Area. There too, unless a clear analysis of the cause of blight is made and rigorous solutions undertaken, the same factors will eventually produce the blight which have occurred in other once desirable residential neighborhoods. Only 1223 blocks out of a total of 3809 in residential use throughout the city are entirely free from substandard housing. Substandard houses impair property values, as well as the values--perhaps more intangible-- of health, attractiveness, and social desirability of the entire neighborhood."

> "Poor housing is found in all types of dwellings, including the apartment and the single family home - both row and detached. But bad conditions predominate in the structures that were once large dwellings since converted and subdivided for occupancy by more than one family. In the 36,514 dwelling units thus produced, there is usually a lack of adequate toilet and bathing facilities for each family, and rarely is ventilation sufficient in these units. The age of the structures provokes a greater need



for improvements and structural repairs than owners are able or willing to undertake. In violation of the law at least 5000 of the dwelling units have cooking facilities in bedrooms, often connected by unsafe temporary gas hose, almost always unvented. Often more than one family occupies quarters not adequate even for one. In these quarters there are no provisions for privacy, recreation, or desirable social and communal activities. 21,083 of the dwelling units in these converted structures are found in the Mission and Hayes Valley District (Parts of Census Areas, J, L, M, N)."

The story of blight and slums in San Francisco as it is told in all the documents dealing with the problem can be summarized as follows:

The gross land area of the city used for residence purposes is about 18 square miles.

Of this area, approximately nine square miles are blighted or threatened with blight.

The worst conditions in six districts now cover about one square mile, and this area is slowly growing.

These districts are generally characterized by

(a) old, obsolete, wooden buildings in bad condition
(b) excessive crowding and lack of yards for air, sunlight, and the play of children
(c) mixtures of flats, tenements, stores, and industries
(d) basement and attic rooms, narrow halls, absence of heat, and toilets and other sanitary equipment
(e) absence of trees, lawns, or planting
(f) presence of termites, vermin, and rodents
(g) accumulation of refuse, rubbish, and filth
(h) general disorder, ugliness, and squalor

In the substandard homes live families exposed to all the social and economic ills that flourish in such surroundings. They lose their lives, possessions, and homes in fires. Their children are injured playing in the street, and arrested for vandalism and other delinquencies. Dampness coming through walls, windows, and doors gives them colds, and inadequate heat increases the incidence of disease. Dark stairways and halls invite immorality, and encourage the plotting and commission of crimes. Lack of privacy and the overcrowding of rooms make normal family life impossible.

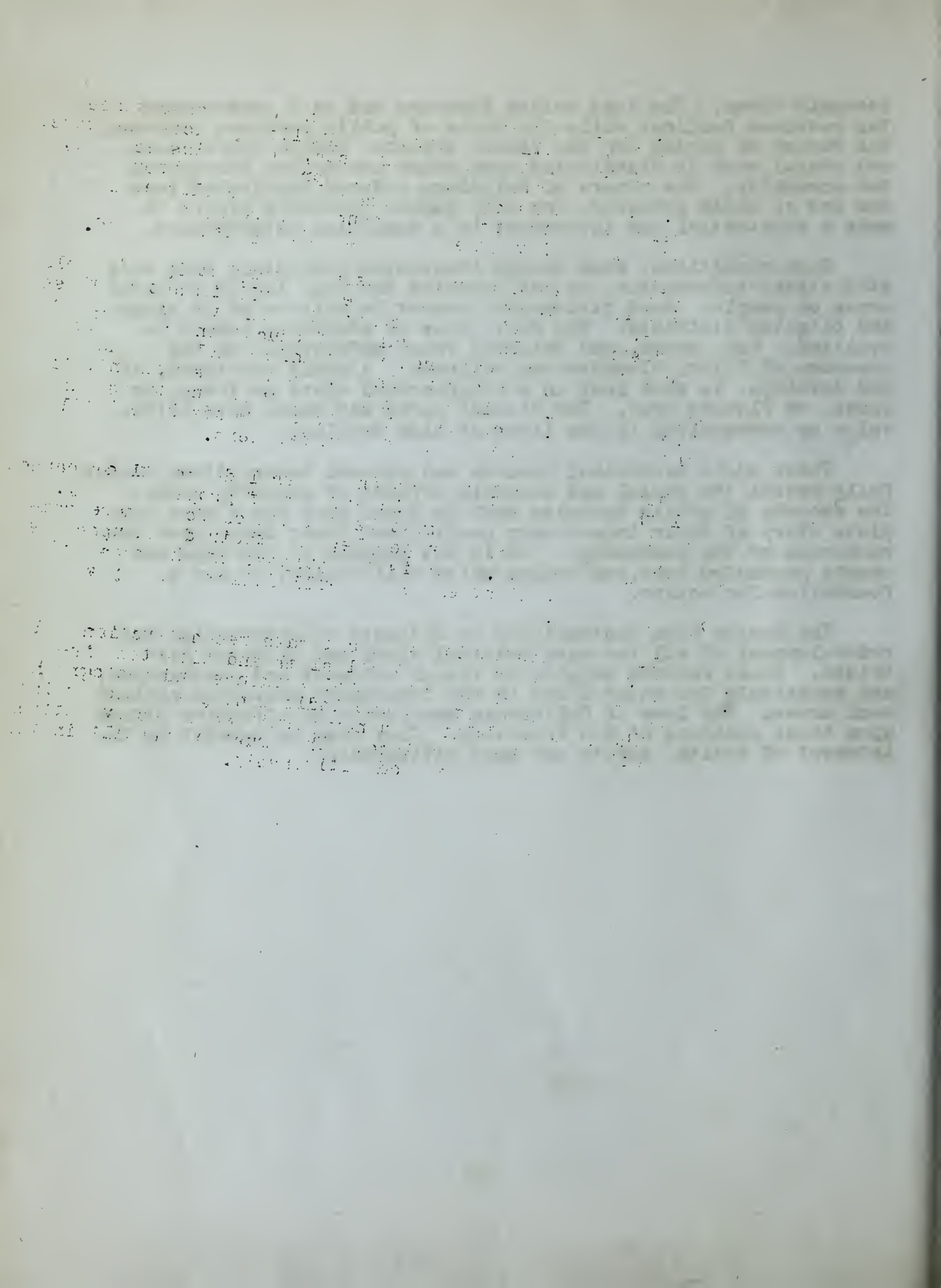
These are the more obvious, negative aspects of the social problem created by slums. They have a parallel reflection in

economic terms. The land values decrease and as a consequence tax revenues decline, while the costs of public services increase. The burden of paying for the fires, arrests, health inspections, and social work is distributed upon other properties throughout the community. The owners of buildings ordered demolished lose the use of their property, for they cannot generally afford to make a substantial new investment in a declining neighborhood.

Such conditions, even though translated completely into cold statistical information, do not describe the full impact of these areas on people. Good citizenship cannot be cultivated in slums and blighted districts. The full value of education cannot be realized. Men, women, and children react unfavorably in the presence of filth, disorder and ugliness. A noble sentiment, if one develops, is soon lost in a neighborhood where no trees, no lawns, no flowers grow. The distant parks and woods have little value as correctives in the lives of slum dwellers.

These short historical records and general descriptions cannot fully reveal the social and economic effects of property decay. The records of public agencies must be drawn upon for a more complete story of their impact upon people, and their drain upon the resources of the community. It is the purpose of the maps and charts presented here, and others which will follow, to lay a foundation for action.

The Master Plan contemplates an ultimate reconstruction and redevelopment of all the more critical slums and blighted districts. These records supplement visual evidence and photographs, and constitute the major items in the indictment presented against such areas. The laws of California now permit an effective attack upon these sections of San Francisco. They must be rebuilt in the interest of health, safety and good citizenship.



The facts presented in this report are not imaginary, or invented for critical purposes. The housing illustrated is real. Many families live in the presence of such conditions as are shown above. The Master Plan of San Francisco must outline an attack on bad housing, as well as plans for improved transit service, terminals, playgrounds, and other obvious community problems.

BLIGHTED DISTRICTS
MAPS AND CHARTS

Action looking toward the rebuilding of slums and blighted areas under the California Redevelopment Law is based upon a finding of fact that such areas do exist within the city. The evidence on these points has been accumulating for many years, and has been used extensively by the Housing Authority in the development of its public housing program.

It is now the duty of the City Planning Commission to assemble and present sufficient data and information on property blight to enable the Board of Supervisors officially to designate an area or areas for redevelopment primarily with private capital. The Commission must include in the Master Plan which it adopts "maps, plans, charts or other descriptive matter" showing the area or areas in which conditions are found indicative of blight.

It is the purpose of this chapter to review the more pertinent graphic material showing conditions in the housing areas of San Francisco. The basic items of the exhibit are the two housing survey documents previously noted: The 1939 Real Property Survey, Volumes I and II, and The Housing Survey of the 1940 Census. The textual and map volumes covering these somewhat parallel efforts are on file in the office of the City Planning Commission. Because they are the best sources of information available, they have been drawn upon heavily in the preparation of this report.

The above documents are adopted as part of this report by this reference.

These surveys and others producing useful information, have been translated into a special series of maps and charts adapted to the purposes of the Master Plan. They have been designed to aid in the selection of areas for redevelopment and in the formulation of general policies and project plans. Not all sections of the city are fully covered by this graphic material, but enough is available to illustrate methods and techniques.

The story of blight in San Francisco is told in three types of area studies: reports on (1) city-wide housing conditions, (2) the qualities of housing and other relevant data in blighted districts, and (3) the detailed results of inquiries in special project areas. Some of the information has value mainly as background material, to facilitate understanding of the redevelopment problem.

Plan No. 29, showing Blighted Areas, however, qualifies for adoption as an element of the Master Plan. This particular map will be more fully described in a following chapter.

The data and information on San Francisco blighted districts available at the present time is shown in a series of maps and charts. The first group deals with city-wide conditions, in the following order:

Plate 1 - General Areas In Which Conditions Indicative of Blight are Found
2 - Substandard Dwellings in each Block (RPS, 1939)
3 - Dwellings Needing Major Repairs and Bathing Equipment (1940 Census)
4 - Distribution of Dwellings Condemned, 1938-1945
5 - Distribution of Fires During 1944
6 - Distribution of Major Offenses, September, 1945
7 - Distribution of Juvenile Delinquency - Boy and Girl Arrests, 1944
8 - Social Service Cases and Costs
9 - Blighted Areas Scheduled for Special Study

The correlation between the low-grade physical quality of housing and bad environment and the health, behavior, and citizenship of the occupants of blighted areas is not easily shown. Continuing scientific inquiries involving coordination of effort among a number of public agencies will be required to present a complete story of the social and economic effects of blight.

Enough data and information is now at hand, however, to show that areas qualifying as "slums" and "blighted districts" do exist in San Francisco. It is important first to know generally where they are. They can then be subjected to more complete and thorough study as outlined in Plate 9. The plans for their rebuilding will develop out of such investigations.

Special studies have been made of one of these critical areas, the Western Addition. The pertinent facts concerning housing conditions in this particular section are shown in the following plates, most of which are self-explanatory.

Plate 10 - Block Numbers and Census Tracts
11 - Topography
12 - Population Distribution
13 - Transportation Facilities
14 - Zoning
15 - Sanitary Facilities
16 - Land Used for Institutions
17 - Public Properties
18 - Vacant Land
19 - Land Used for Residence
20 - Land Used for Industry
21 - Land Used for Commerce
22 - Owner Occupancy
23 - Age of Structures
24 - Average Monthly Rentals
25 - Condition of Residential Structures
26 - Substandard Status
27 - Condemned Buildings
28 - Trend of Assessed Valuations 1923, 1933, 1943
Plan 29 - Classification of Areas for Redevelopment

PLATE 1

GENERAL AREAS IN WHICH CONDITIONS INDICATIVE OF BLIGHT ARE FOUND

GENERAL AREAS IN WHICH CONDITIONS INDICATIVE OF BLIGHT ARE FOUND AS SHOWN IN THE FOLLOWING PLATES

PLATE 1

SAN FRANCISCO AND ENVIRONS

SAN FRANCISCO CITY PLANNING COMMISSION

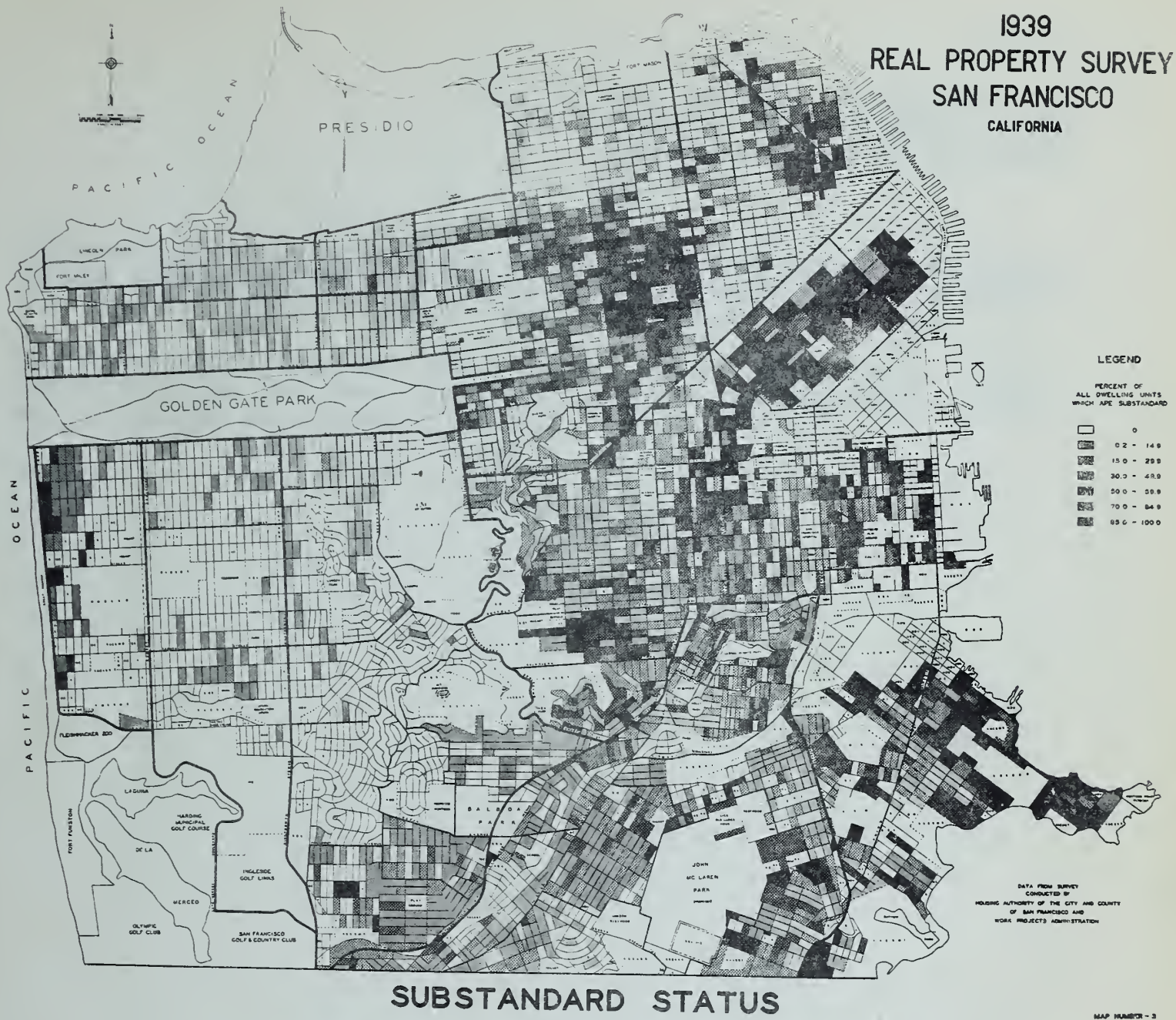
PLATE 2

MAP SHOWING THE PERCENTAGE OF
SUBSTANDARD DWELLINGS IN EACH BLOCK

This map is one of fifteen based upon the Real Property Survey of 1939, a city-wide investigation sponsored by the Works Progress Administration and the San Francisco Housing Authority. It is introduced here to represent the Survey, and to show the general character of the maps produced by that project.

The map deals only with housing. It shows, by blocks, the percentage of dwellings found in 1939 to be substandard. The blocks with the heaviest concentrations of substandard dwellings are the blackest. The blocks with the best conditions are whitest.

Other maps in this Survey have been drawn upon for information concerning those conditions which indicate the existence of blight. The passage of time has not brought about any material improvement of the conditions found in 1939. Housing in the blighted areas is today (1945) overcrowded, and buildings are structurally less sound and healthful than they were at the time of the Survey.



MAP SHOWING THE
PERCENTAGE OF
SUBSTANDARD DWELLINGS IN
EACH BLOCK, IN 1939

Reproduced from the
1939 Real Property Survey

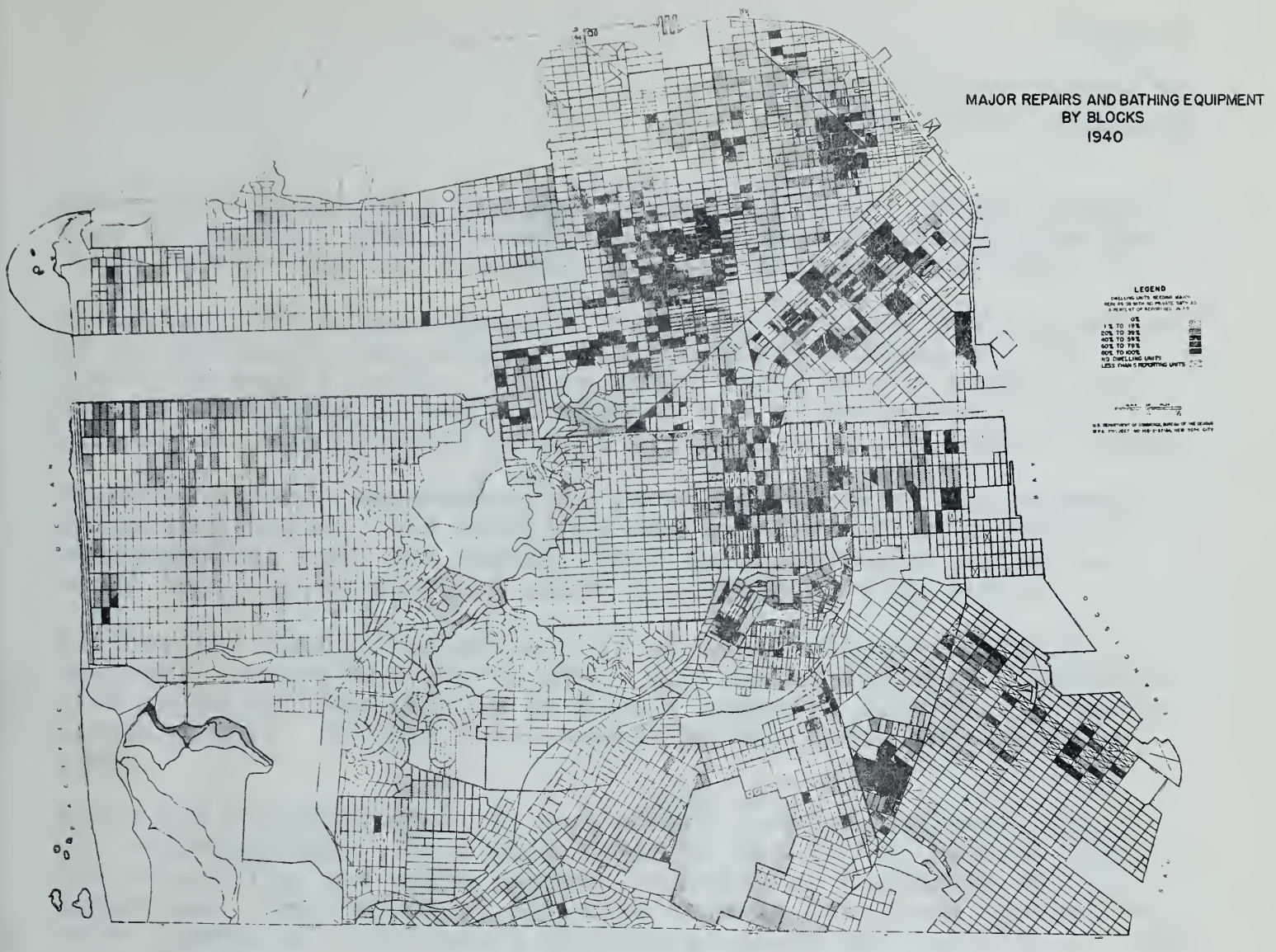
PLATE 2

PLATE 3

MAP SHOWING PERCENTAGE OF DWELLING UNITS NEEDING MAJOR REPAIRS AND BATHING EQUIPMENT

The map following, like Plate 2, is but one of a series developed by the Census of 1940. It is incorporated here mainly to show the type of information to be found in the Housing Census.

The worst conditions are shown by the darker indications. The concentrations indicate the areas in which the principal evidences of blight are found.



MAP SHOWING PERCENTAGE OF DWELLING UNITS NEEDING MAJOR REPAIRS AND BATHING EQUIPMENT IN EACH BLOCK, IN 1940

Reproduced from the 1940 Housing Census

PLATE 3

PLATE 4

DISTRIBUTION AND NUMBER OF DWELLINGS CONDEMNED

The deterioration of a district proceeds slowly. Single properties become old, obsolete and unsafe. Lending institutions decline to make further loans for repairs and modernization.

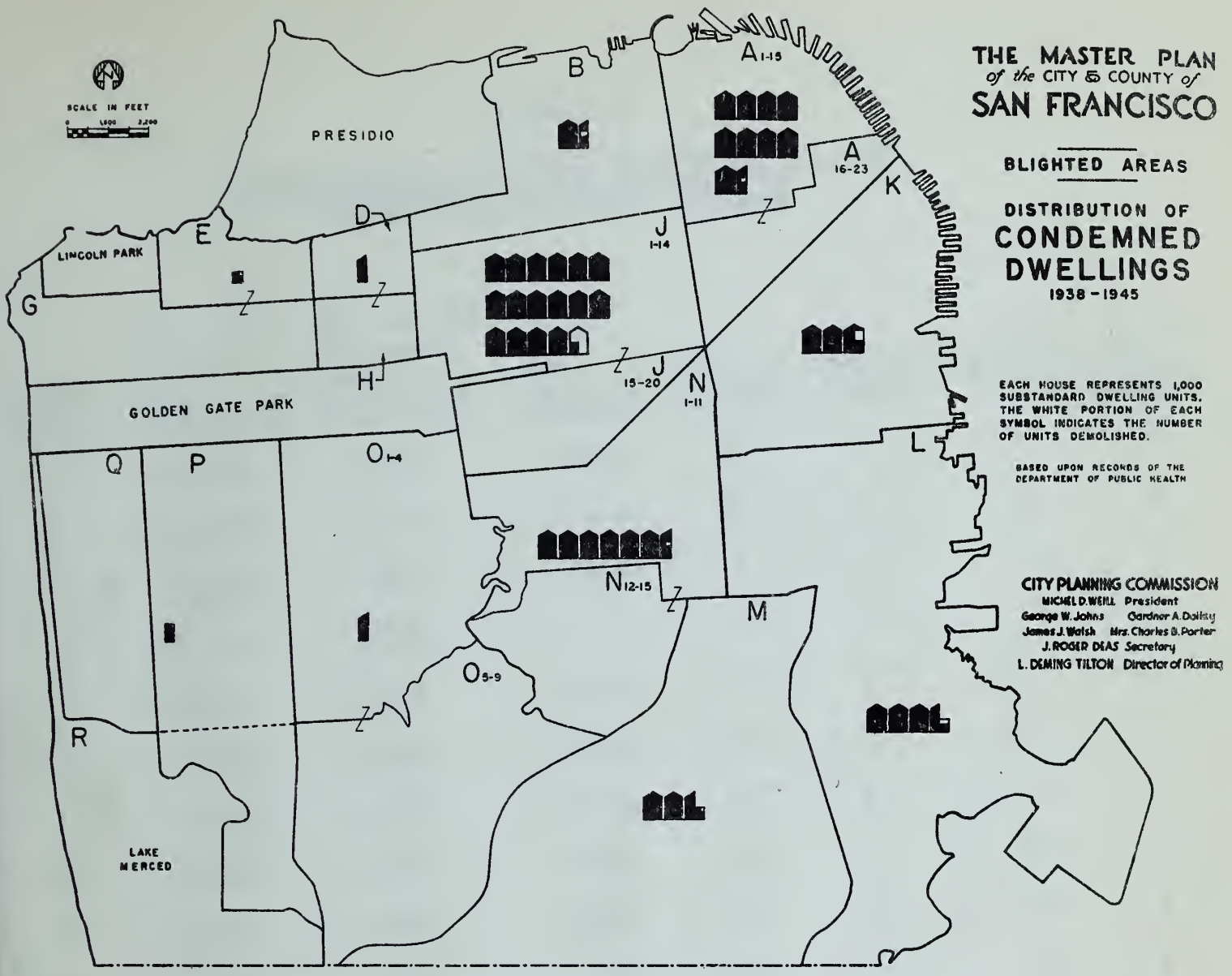
Ultimately the authorities are forced to act, for the protection of public health and safety. Buildings are condemned. The record of such actions, year by year, is at once a measure of the effectiveness of law enforcement and a revelation of the ability of real property to live beyond its proper term of years.

There is strong resistance from property owners to enforcement of housing codes. Old dwellings can be fixed up to meet minimum standards, and the record shows a considerable number removed from the substandard class each year by this device.

Neither the demolition nor repair of an occasional building, however, changes the character of a blighted district. Destruction of an old dwelling is at best a negative effort. It merely leaves a hole. Rarely does a satisfactory structure take its place.

Slums and blighted areas do not submit to piecemeal, or single-lot redevelopment. They will never be rebuilt or recover their proper utility and value through exercise of the power of condemnation. The record of condemnations to date, set against the total number of substandard dwellings, shows the futility of this mode of attack.

The records of the Health Department have been drawn upon for the data shown upon the following plate. The concentrations of condemned dwellings indicate broadly where the blighted areas are in San Francisco.



DISTRIBUTION OF DWELLINGS CONDEMNED 1938-1945

Based upon records of the Department of Public Health

PLATE 4

(Table 1)

SUBSTANDARD BUILDINGS CONDEMNED BY THE DEPARTMENT OF PUBLIC HEALTH

Census Tracts	No. of Dwelling Units (1)	No. of Substandard Dwelling Units (1)	% Sub-standard (1)	No. of Demolitions 1938-42	No. of Demolitions '43-45	No. of Units Remodeled '38-42	No. of Units Remodeled '43-45
A	40,922	9,424	22.6	48	3	249	14
B	21,514	1,547	7.2	85	1	31	0
D, H	7,359	419	5.6	1	0	1	0
E, G	13,390	233	1.7	32	1	2	0
J	46,216	17,112	36.9	727	3	217	21
K	5,343	3,003	65.7	206	2	111	3
L	12,672	3,837	29.3	87	6	14	2
M	18,697	2,705	14.3	29	1	14	0
N	27,104	6,540	23.7	52	3	65	2
O	18,216	555	3.1	11	1	3	1
P,Q	14,077	353	3.5	35	0	0	0
Total	225,510	45,727	20.2	1313	21	707	44

Total - 2,085 Dwelling Units Condemned

(1) From 1939 Real Property Survey

PLATE 5

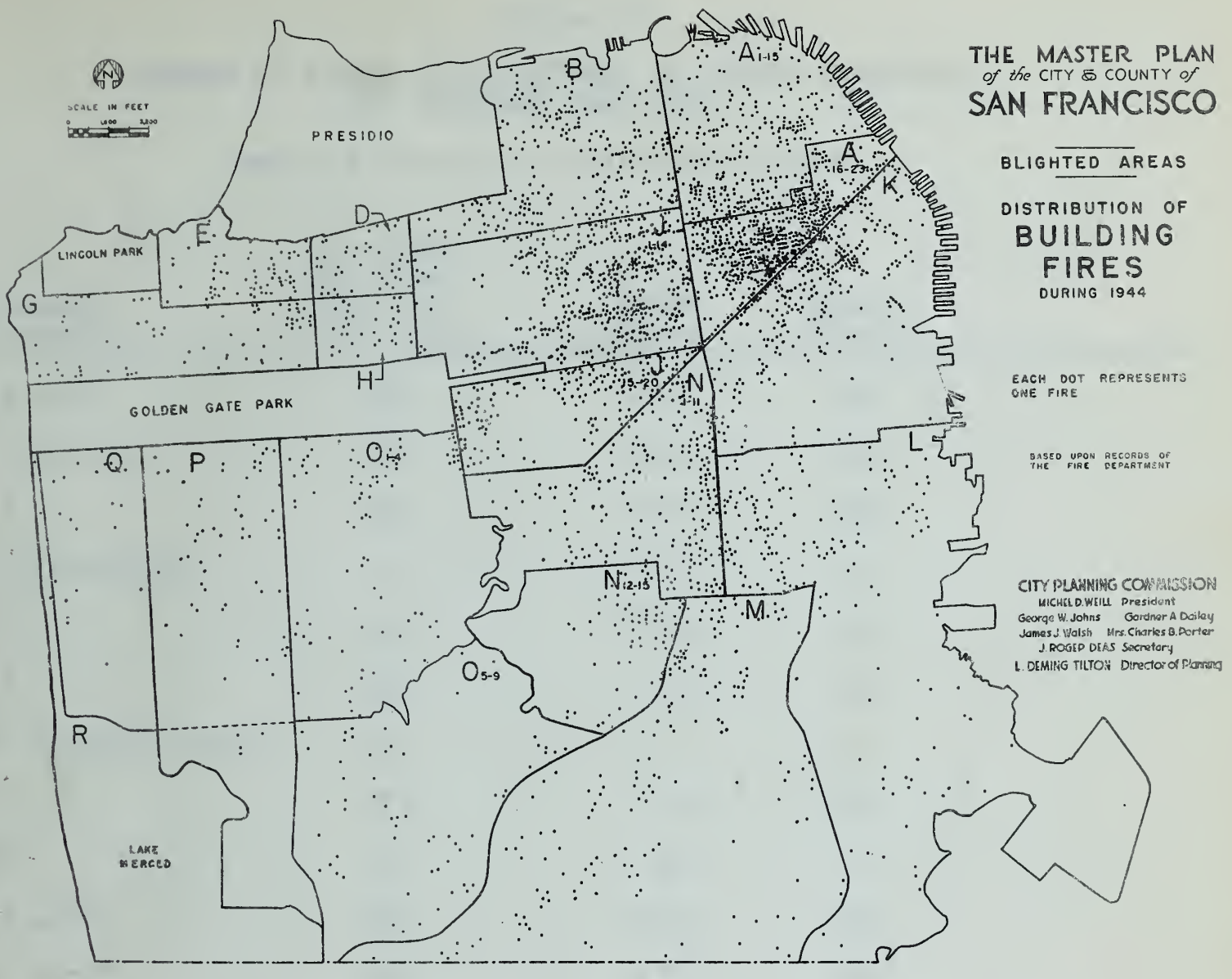
DISTRIBUTION OF
FIRES DURING 1944

The blighted areas of San Francisco are largely composed of wood frame buildings. Being old, they are afflicted with termites and dry rot. Refuse and rubbish accumulate in courts and alleys, and they become fire-traps. The presence of small industries, warehouses, and stores in the district adds to the fire hazard. Congestion, lack of open spaces, and lack of fire-proof structures increase the danger of a general conflagration.

The costs of fire protection in such an area are not easily developed. Maintenance of public fire-fighting equipment is but one item of cost. The insurance rates in effect, losses of life and property, and other subtle charges must also be calculated. Inquiries are being conducted constantly to determine the economic load thrown upon the community by fire hazards in areas of blight. The cumulative costs of the fires is large, but their effect in bringing about changes and improvements in the blighted areas is almost negligible.

The record of fires during a single year, 1944, is shown in Table 2 following. The records for other recent years would doubtless be similar.

The map opposite shows the distribution of fires, pointing again to the major areas of San Francisco in which conditions are found indicating the existence of blight.



DISTRIBUTION OF FIRES DURING 1944

Based upon records of the Fire Department

PLATE 5

(Table 2)

NUMBER OF FIRES IN BUILDINGS, BY CENSUS DISTRICTS FOR CALENDAR YEAR 1944

Compiled from Fire Department Records

Census District	Fires in Buildings Used for Dwellings	Total Fires	False Alarms
A 1-15	289	360	103
A 16-23	287	540	119
B	251	268	103
C (Presidio)	---	---	---
D	38	44	16
E	56	59	12
F (Lincoln Park)	---	---	---
G	73	80	29
H	37	40	9
J 1-14	458	497	141
J 15-20	166	176	88
K	165	370	138
L	138	210	240
M	159	191	260
N 1-11	202	243	96
N 12-15	76	82	50
O 1-4	96	100	50
O 5-9	63	66	128
P	60	63	67
Q	19	23	56
R	---	---	3
TOTAL	2,633	3,412	1,708

77% Of All Fires Were In Buildings Containing Dwelling Units

PLATE 6

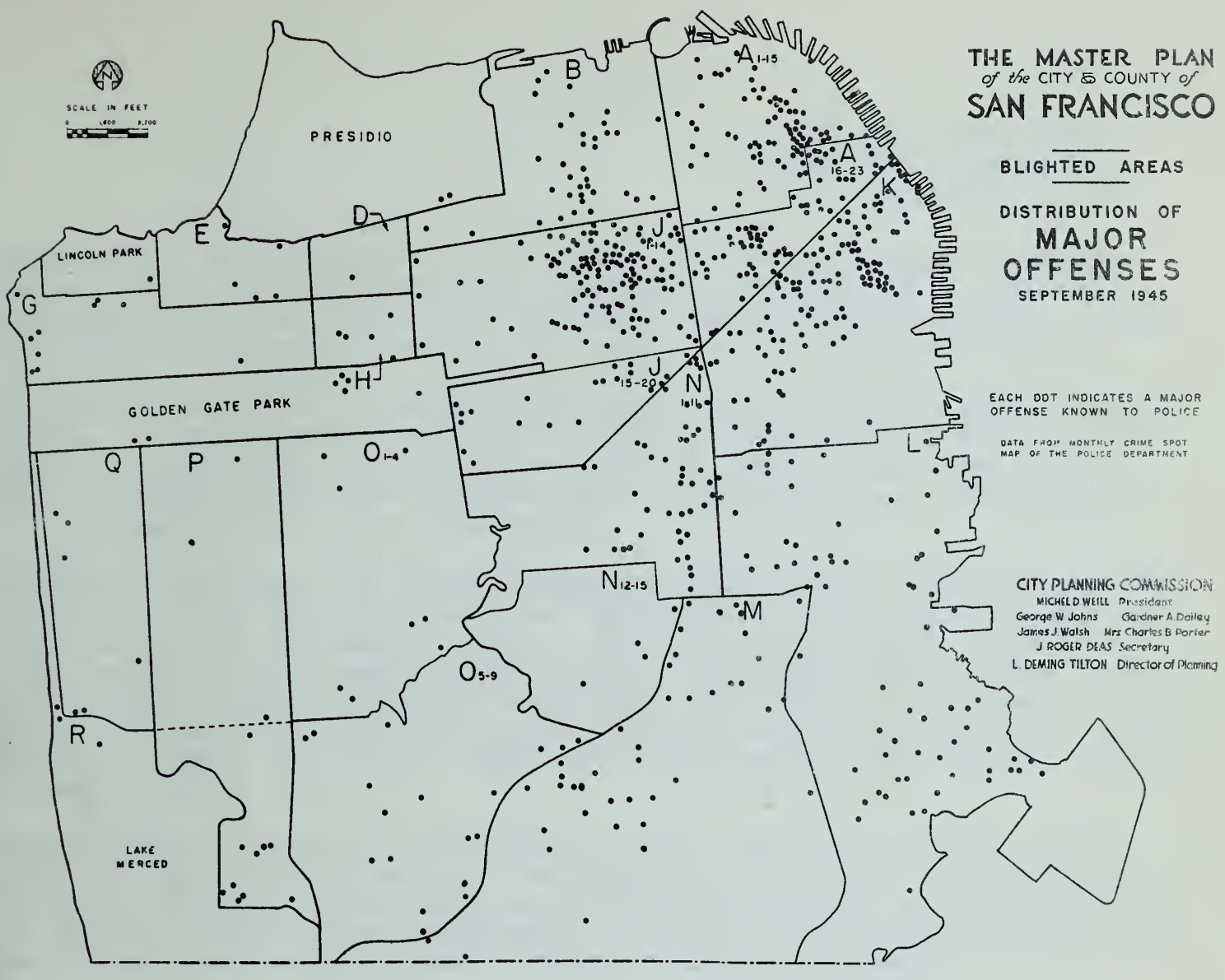
MAJOR OFFENSES KNOWN TO POLICE FOR THE MONTH OF SEPTEMBER, 1945

The effects of environment upon human behavior are constantly under study. Police and court records tell the story of crime. Maps showing the number and distribution of offenses aid in the definition of problem areas.

The Police Department records are kept by months. Plate 6 is a reproduction of the spot map showing the distribution of major offenses during a single month, September, 1945. The records of other months are undoubtedly similar, so that the total annual number of offenses in a given area can be estimated and the major centers of police activity can be determined and marked.

As in the cases of juvenile delinquency, fires, health and welfare services, the concentrations of arrests appear in those Census Districts in which large numbers of substandard dwellings are found. The general locations of the areas in which conditions indicative of blight appear are shown in Plate 1. A scientific classification of such areas for redevelopment purposes is presented in Plan No. 29.

During 1944 the total cost of police personnel for the protection of all districts of the city amounted to almost $2,000,000. This is exclusive of headquarters, traffic and other special city-wide services. About 50% of the total cost of all districts was expended in the Central, Northern and Southern Police Districts which correspond roughly to the A, J, and K Census Districts where the worst blighted areas are located.



DISTRIBUTION OF MAJOR OFFENSES SEPTEMBER 1945

Data from Crime Spot Map
of the Police Department

PLATE 6

PLATE 7

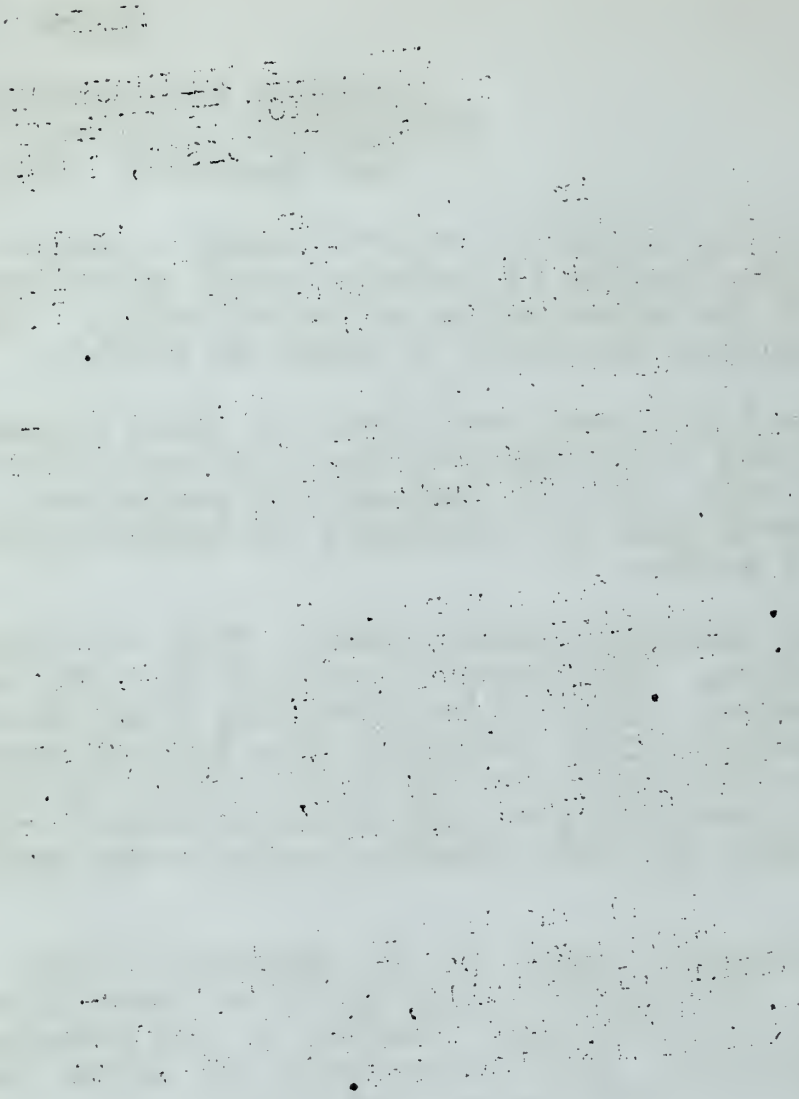
JUVENILE DELINQUENCY DISTRIBUTION THROUGHOUT SAN FRANCISCO, 1944

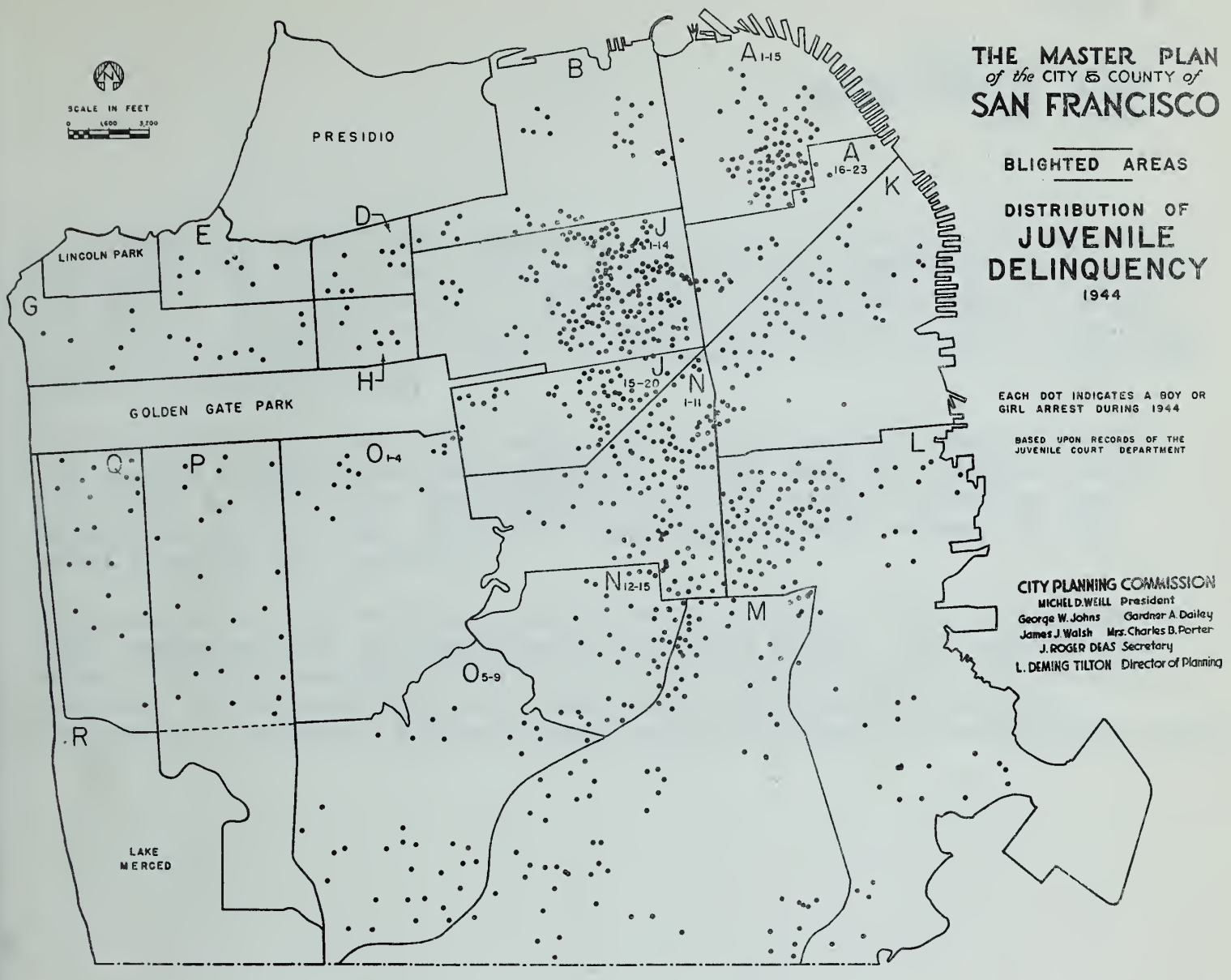
This is the annual record of boy and girl arrests during a single year. Again the concentrations appear in certain areas, generally those in which the fires and the major police offenses occur. These are all conditions indicating the existence of slums or blight.

The public costs of juvenile delinquency can never be fully calculated. A preliminary statement based upon the records now available will be presented later but this story in dollars and cents does not adequately show the effects upon the community of indifference to the needs of children and youth.

Blighted districts and slums encourage delinquency. They are known as the breeding places of crime. Buildings do provide shelter, but they can rarely be called homes. They are overcrowded, lack space and facilities for normal family life. Children hide in dark courts and alleys, climb on rickety buildings, set fires in rubbish piles, run and play in the streets, have few pets and animals, cannot enjoy flowers, lawns, or trees. They get into trouble, and parents cannot offer them much help.

The records of juvenile delinquency spell out in numerical terms the effects of environment. These facts again point to those sections of the city which must be ultimately rebuilt, in the interest of better living for our children. They do not make the slums, but bad housing and neighborhood conditions make them bad.





DISTRIBUTION OF JUVENILE DELINQUENCY

Boy and Girl Arrests during 1944

Based upon records of the Juvenile Court Department

PLATE 7

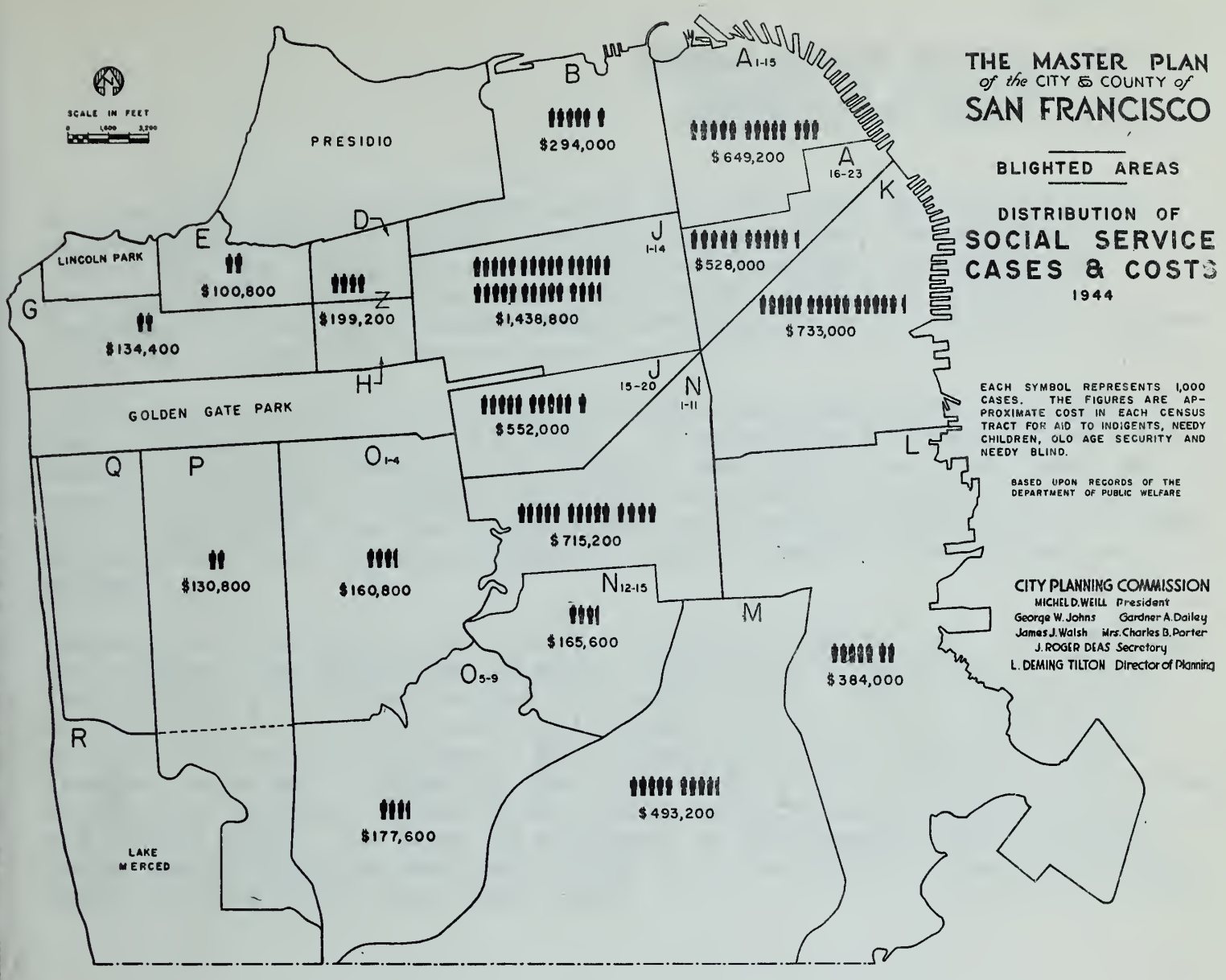
PLATE 8

DISTRIBUTION OF SOCIAL SERVICE CASES AND COSTS

The amount of public aid rendered, and the distribution of welfare costs throughout the city for a single year are shown in the following plate. The high costs in areas where slums and property blight are found become evident as the records are studied. It is impossible in this document, however, to uncover all the causes of the high costs in certain areas.

The blighted districts obviously attract under-privileged families and people seeking low-cost housing. Their need for public aid is large and is met under present policies by welfare services and financial assistance. This is a subsidy, in many cases, of the worst housing in the city.

The conditions under which occupants of blighted areas live undoubtedly contribute to the increase of welfare costs. The correlation between clean, weather-proof, wholesome housing and health, safety, welfare, and citizenship has been so firmly established that prospects of economy support every well-considered redevelopment plan.



DISTRIBUTION OF SOCIAL SERVICE CASES AND COSTS 1944

Based upon records of the Department of Public Welfare

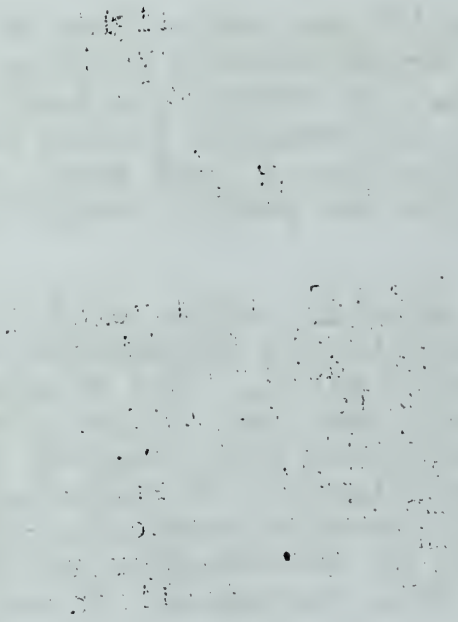
PLATE 8

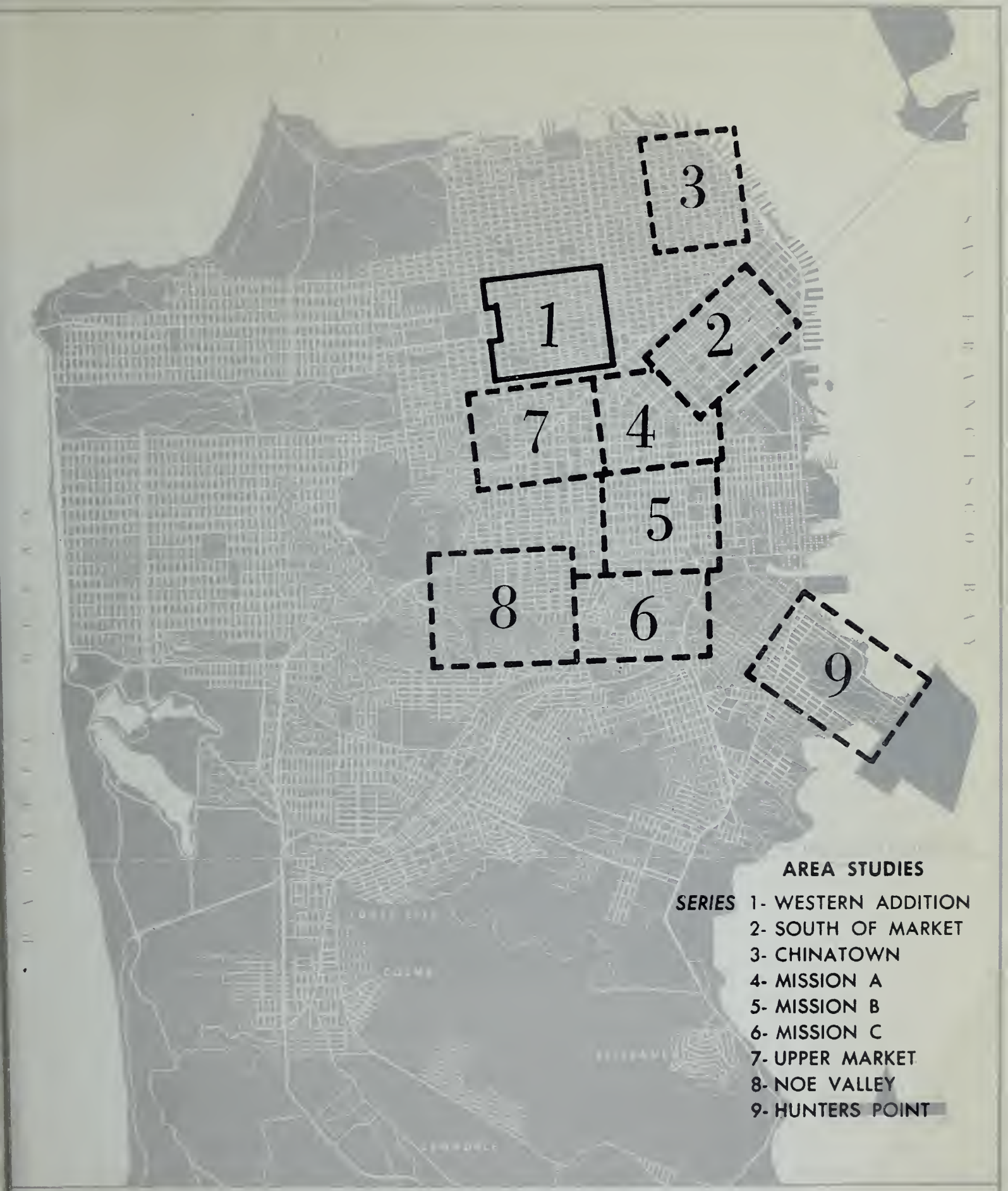
DIAGRAM SHOWING CRITICAL AREAS BLIGHTED OR THREATENED AND SCHEDULED FOR SPECIAL STUDY

An identification of blighted areas has been made possible by the city-wide reports on fires, arrests, bad housing, juvenile delinquency and the like. These data concern housing primarily and are manifestly incomplete especially with respect to economic factors. A program of continuing investigations is required, therefore, as a basis for redevelopment policy.

One section of the city in which conditions indicative of blight are prominent is Western Addition. Supplementary studies have been made of an area embracing 208 blocks. An effort has been made to assemble on maps of uniform size all information needed for selection of project area and the determination of land uses, site plans, building and open space standards, and the public facilities required.

These maps tell their own story. A similar series will be developed for each of the districts in which conditions indicative of blight are critical, as shown on the following plate. The determination of appropriate lines of action in each area can follow completion of these intensive studies. Some districts will respond to protective measures, including the rehabilitation of existing structures in certain blocks. Other blocks will require complete clearance and rebuilding. The task of planning is to assemble and interpret facts and to propose measures which will restore all these declining areas to full usefulness and value.





AREA STUDIES

SERIES

1- WESTERN ADDITION
2- SOUTH OF MARKET
3- CHINATOWN
4- MISSION A
5- MISSION B
6- MISSION C
7- UPPER MARKET
8- NOE VALLEY
9- HUNTERS POINT

AREAS MAPPED FOR PLANNING

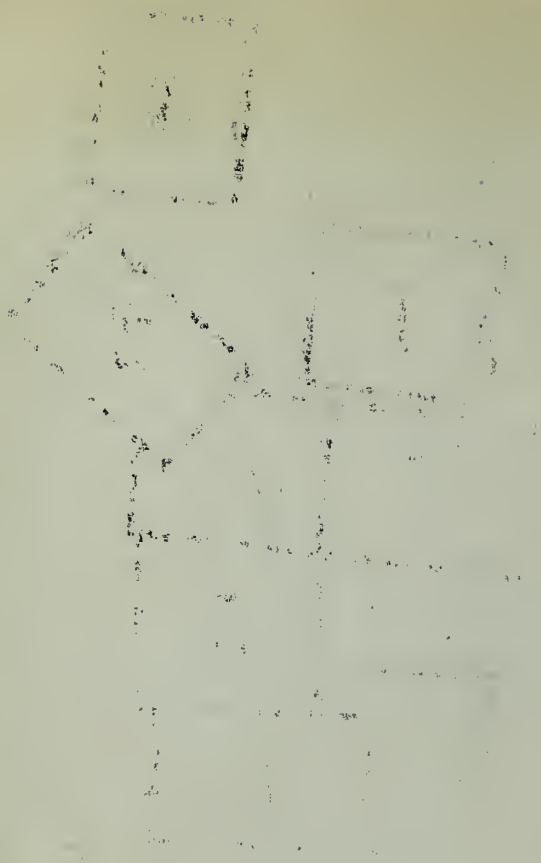
AREAS TO BE MAPPED

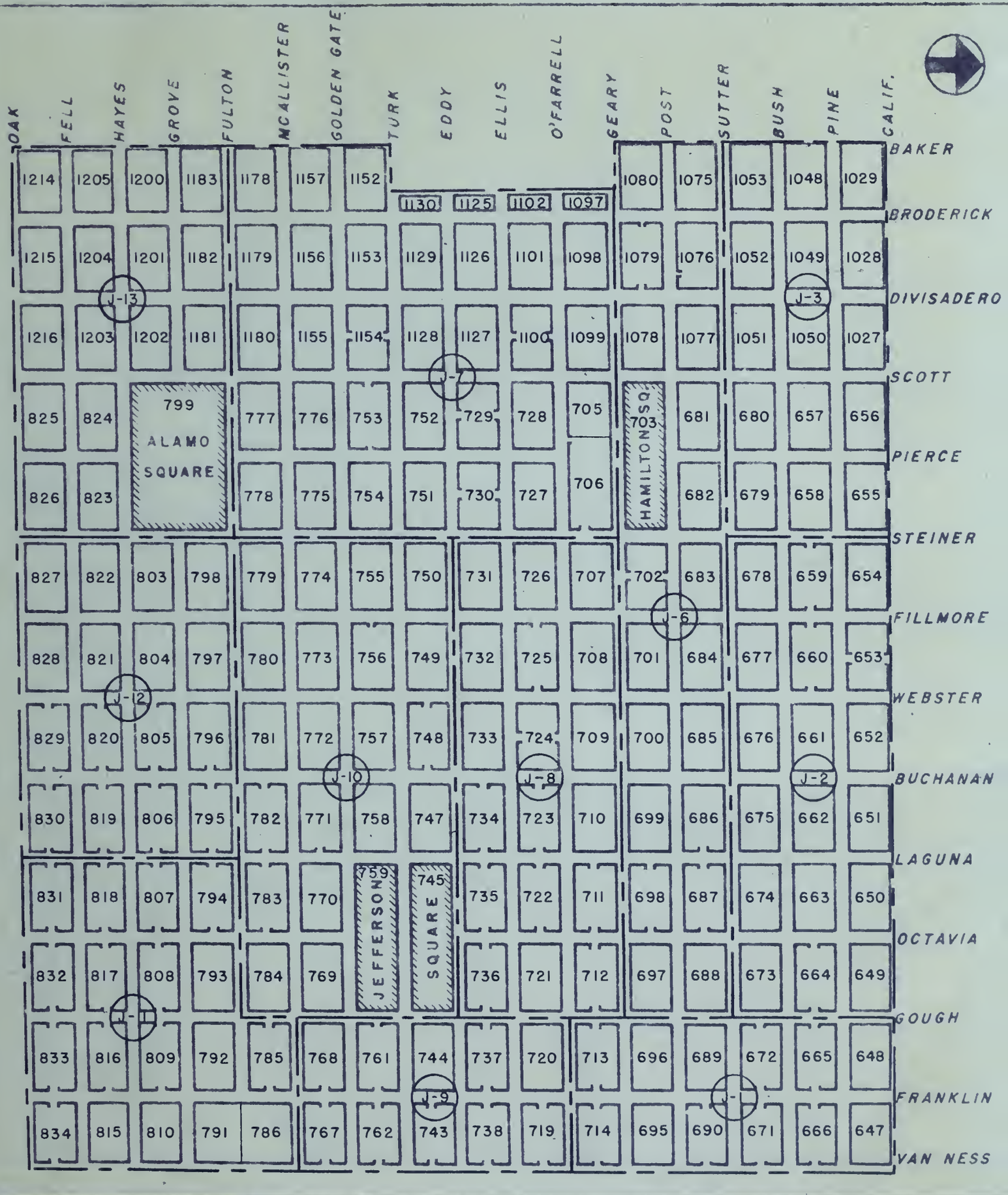
DIAGRAM SHOWING CRITICAL AREAS BLIGHTED OR THREATENED AND SCHEDULED FOR SPECIAL STUDY

PLATE 9

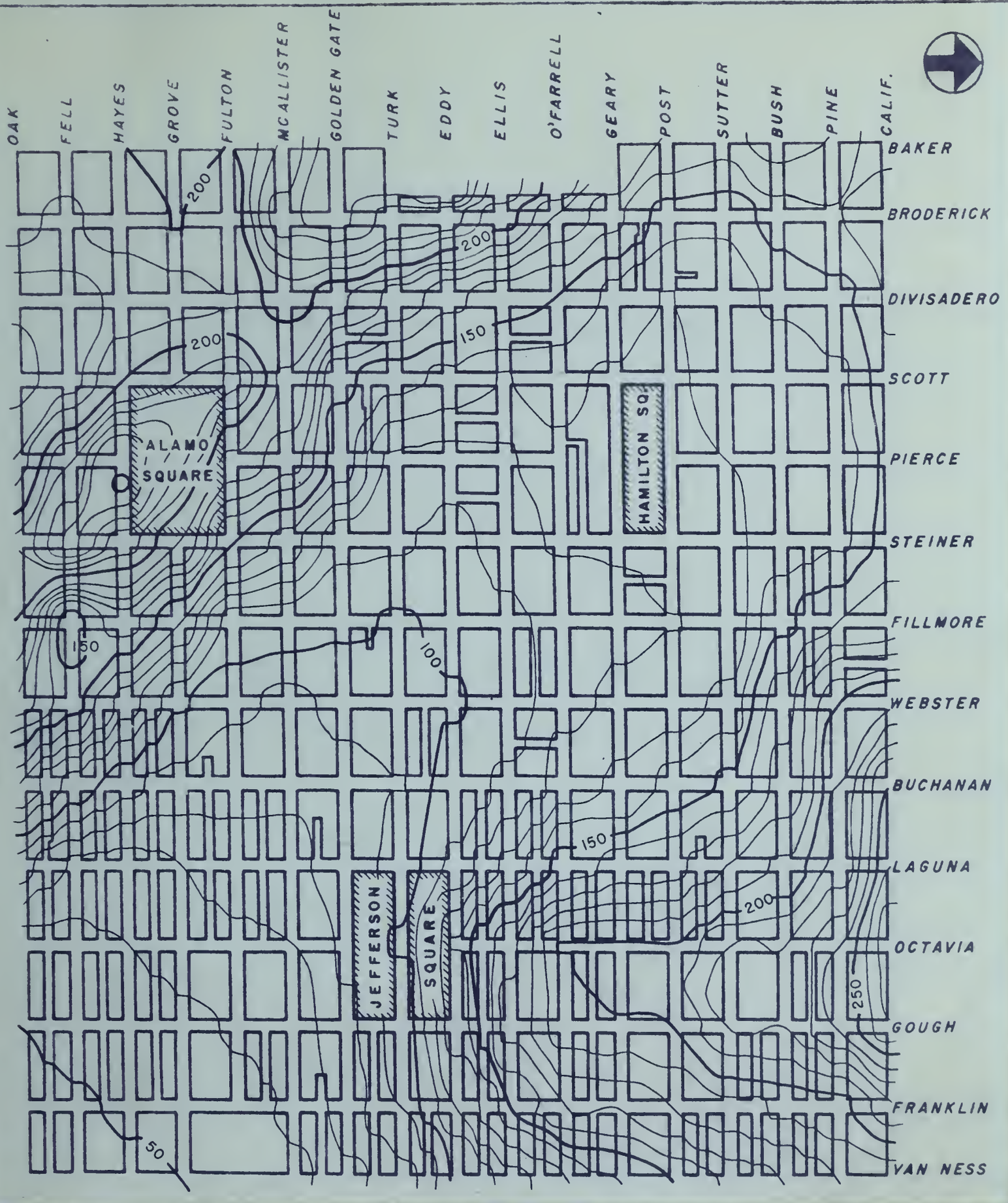
SAN FRANCISCO AND ENVIRONS

SAN FRANCISCO CITY PLANNING COMMISSION



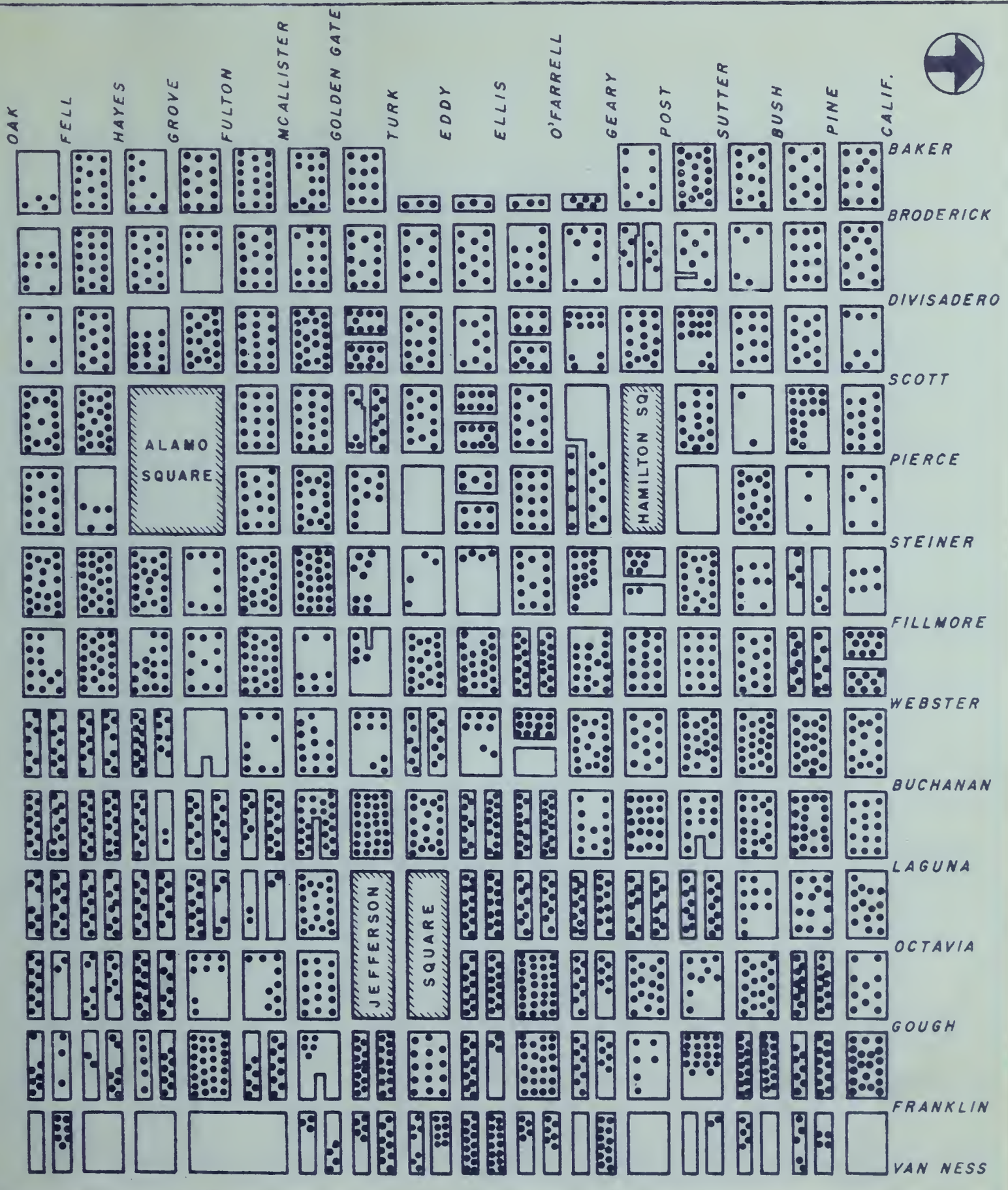


BLOCK NUMBERS & CENSUS TRACTS



TOPOGRAPHY

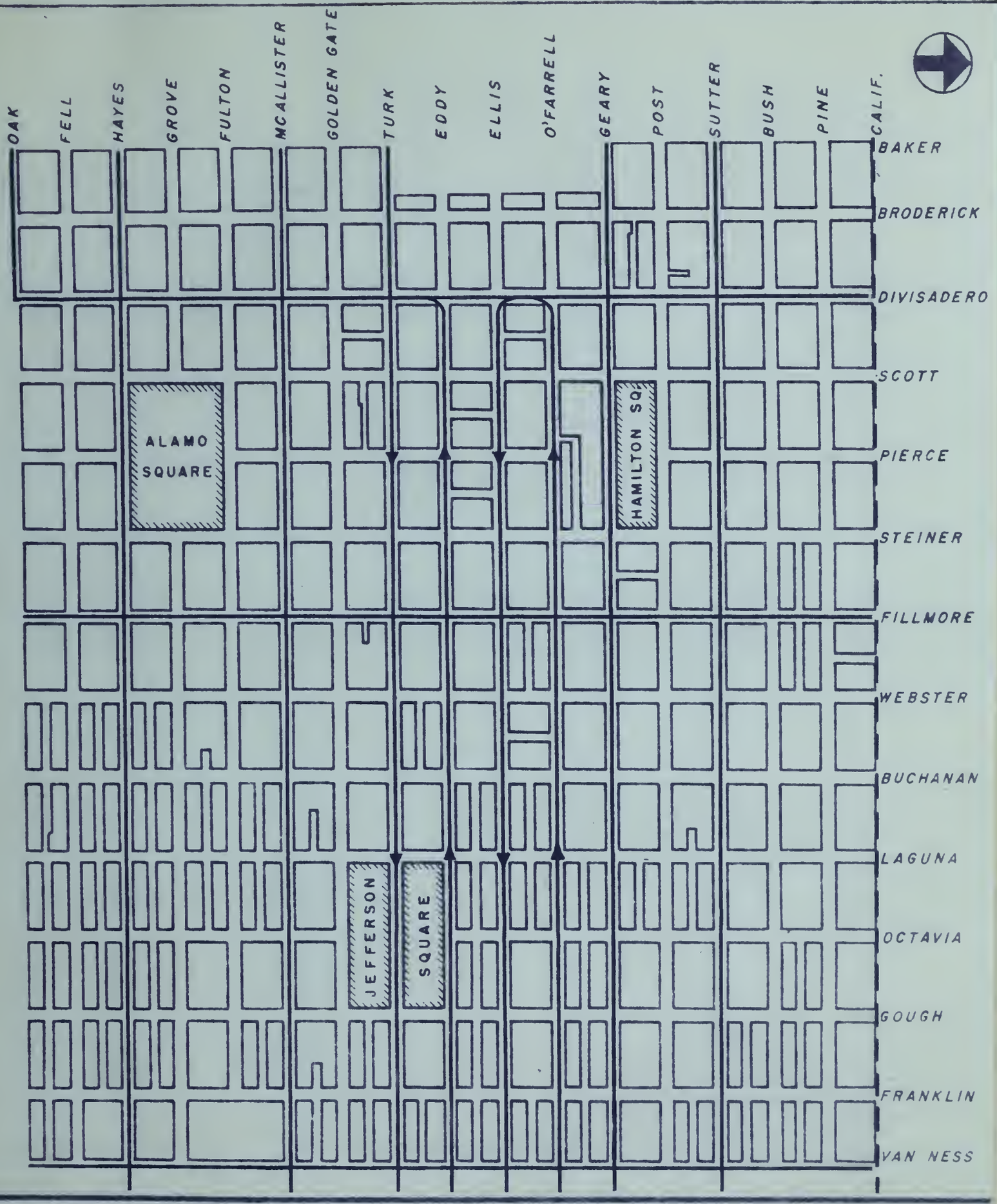
CONTOUR INTERVAL 10 FEET



POPULATION DISTRIBUTION

EACH DOT = 25 PEOPLE

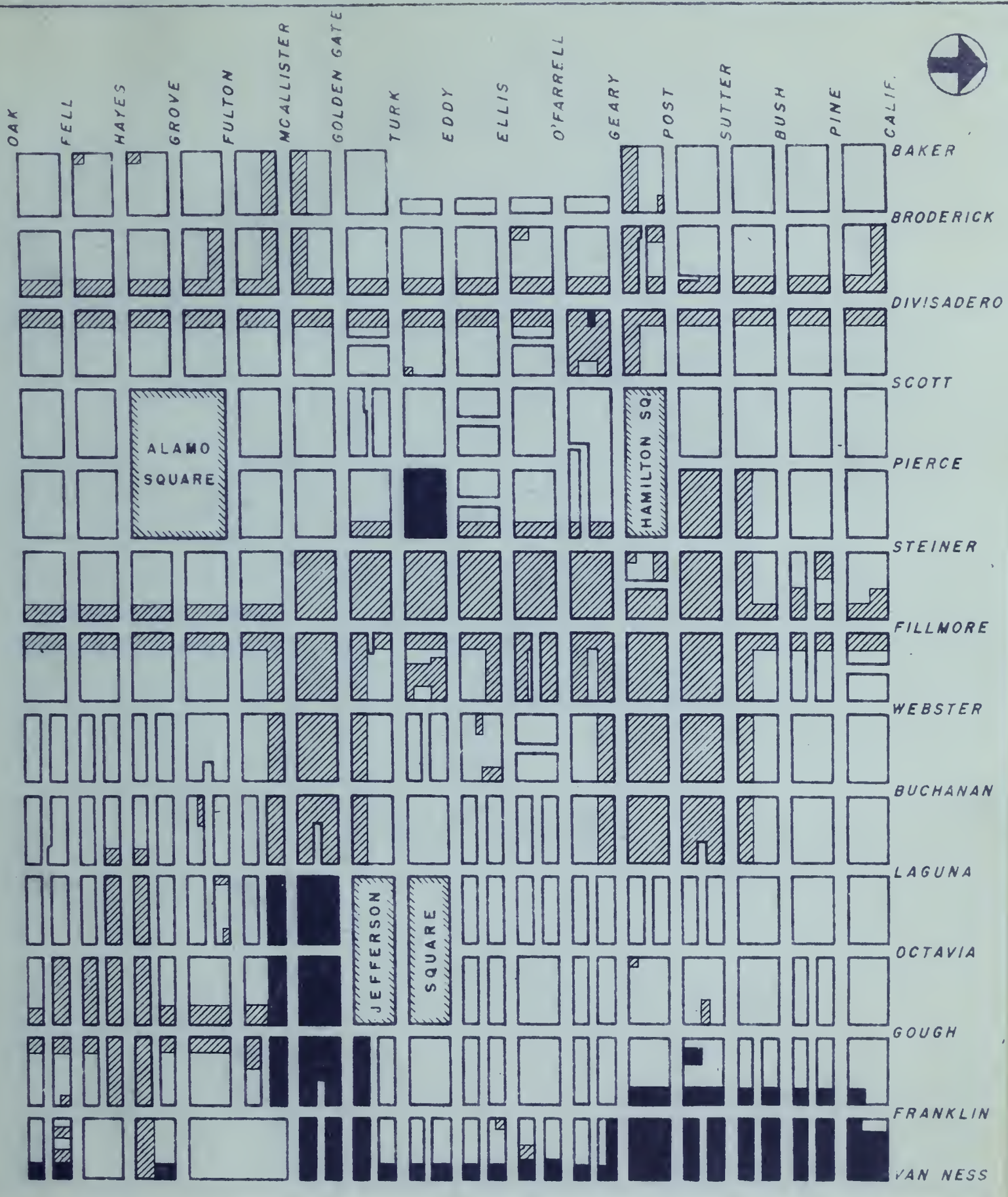
Source: S.F. Chamber of Commerce - 1942



TRANSPORTATION FACILITIES

MUNICIPAL CAR LINES

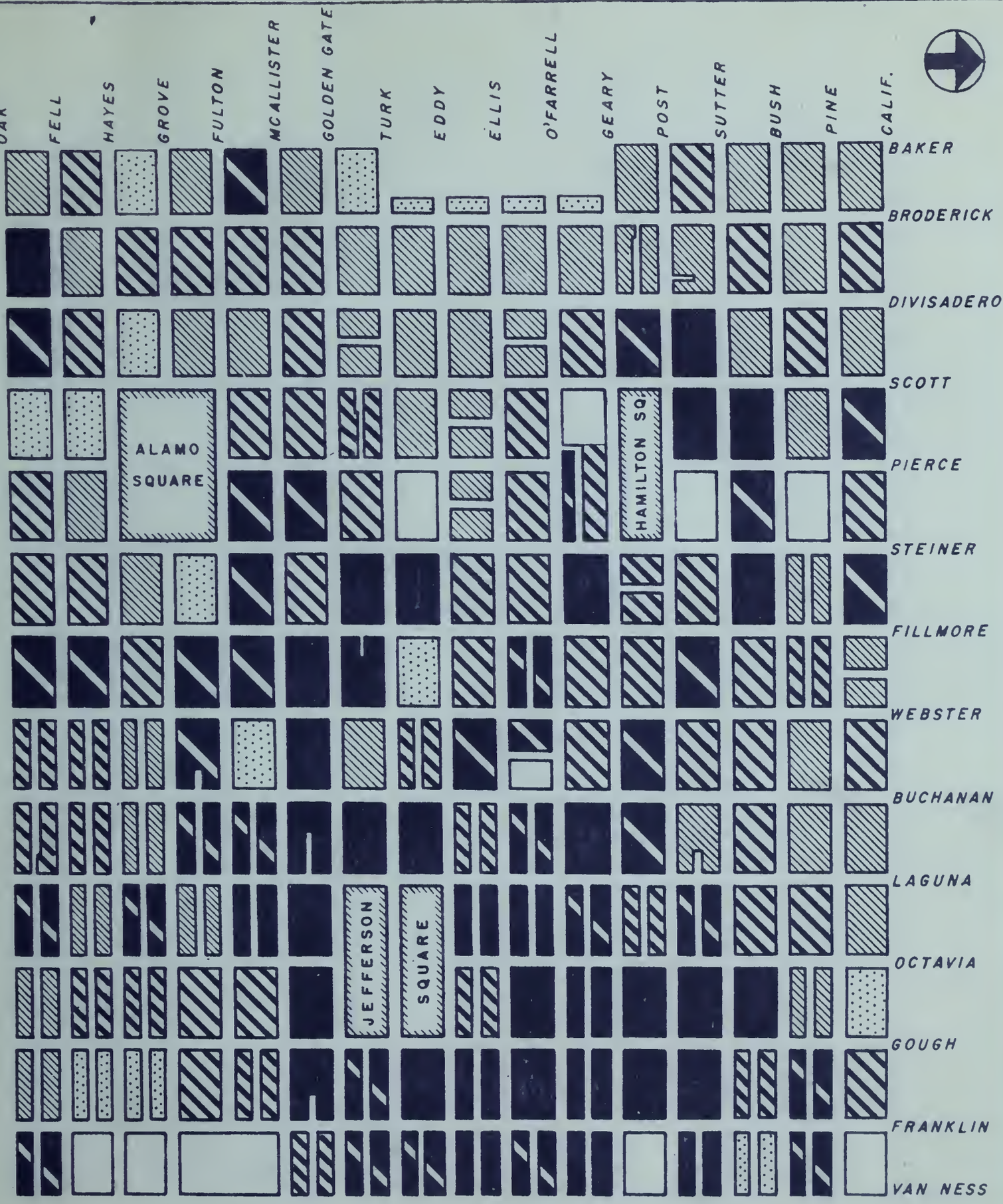
CALIF. CABLE CAR



PRESENT ZONING

SECOND RESIDENTIAL COMMERCIAL INDUSTRIAL

Source: Official Zoning Records - 1944



SANITARY FACILITIES

PERCENT OF ALL DWELLING UNITS WITH LESS THAN ONE INDOOR TOILET AND ONE BATH

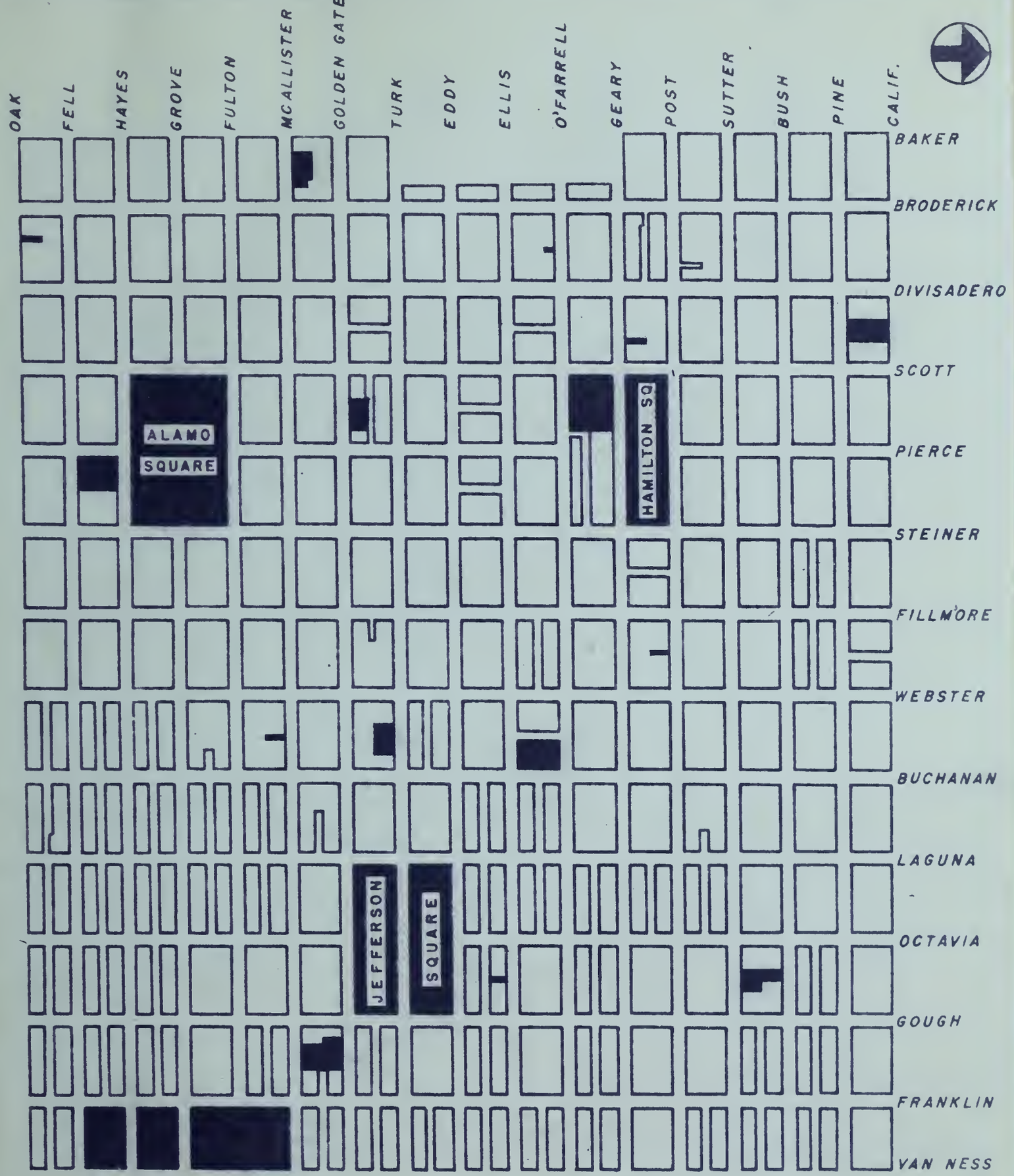
0 % | 0.2 - 19.9 % | 20 - 39.9 % | 40 - 59.9 % | 60 - 100 % | NO DWELLINGS

Source: 1939 Real Property Survey

LAND USED FOR INSTITUTIONS

C = CHURCH S = SCHOOL H = HOSPITAL

Source: Land Use Survey - 1937



PUBLIC PROPERTIES

Source: Land Use Survey - 1937

VACANT LAND

18

Source: Land Use Survey - 1937

LAND USED FOR RESIDENCE

RESIDENCE

RESIDENCE WITH COMMERCE

Source: Land Use Survey 1937

LAND USED FOR INDUSTRY

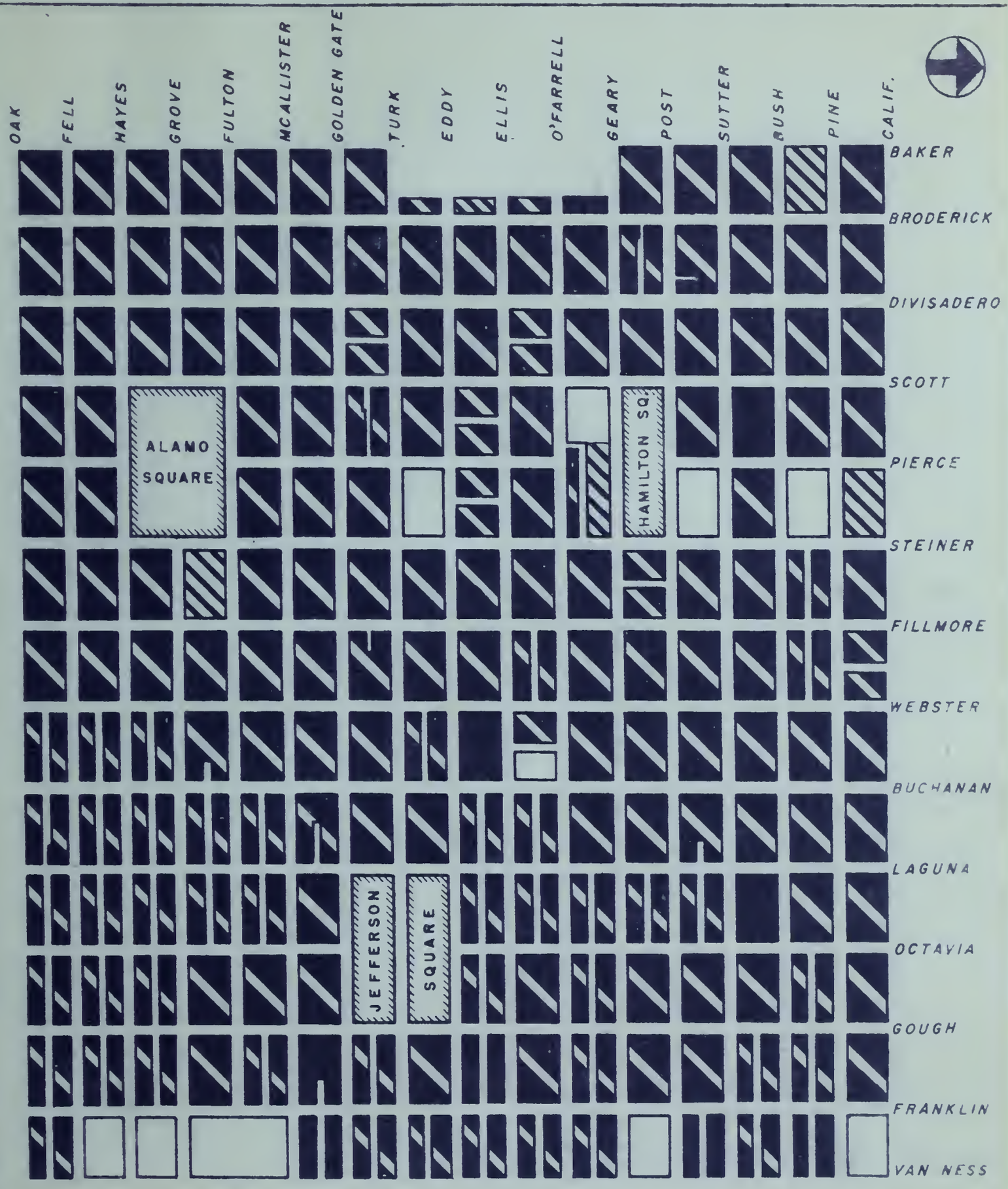
Source: Land Use Survey - 1937

LAND USED FOR COMMERCE

COMMERCE

COMMERCE WITH RESIDENCE

Source: Land Use Survey - 1937

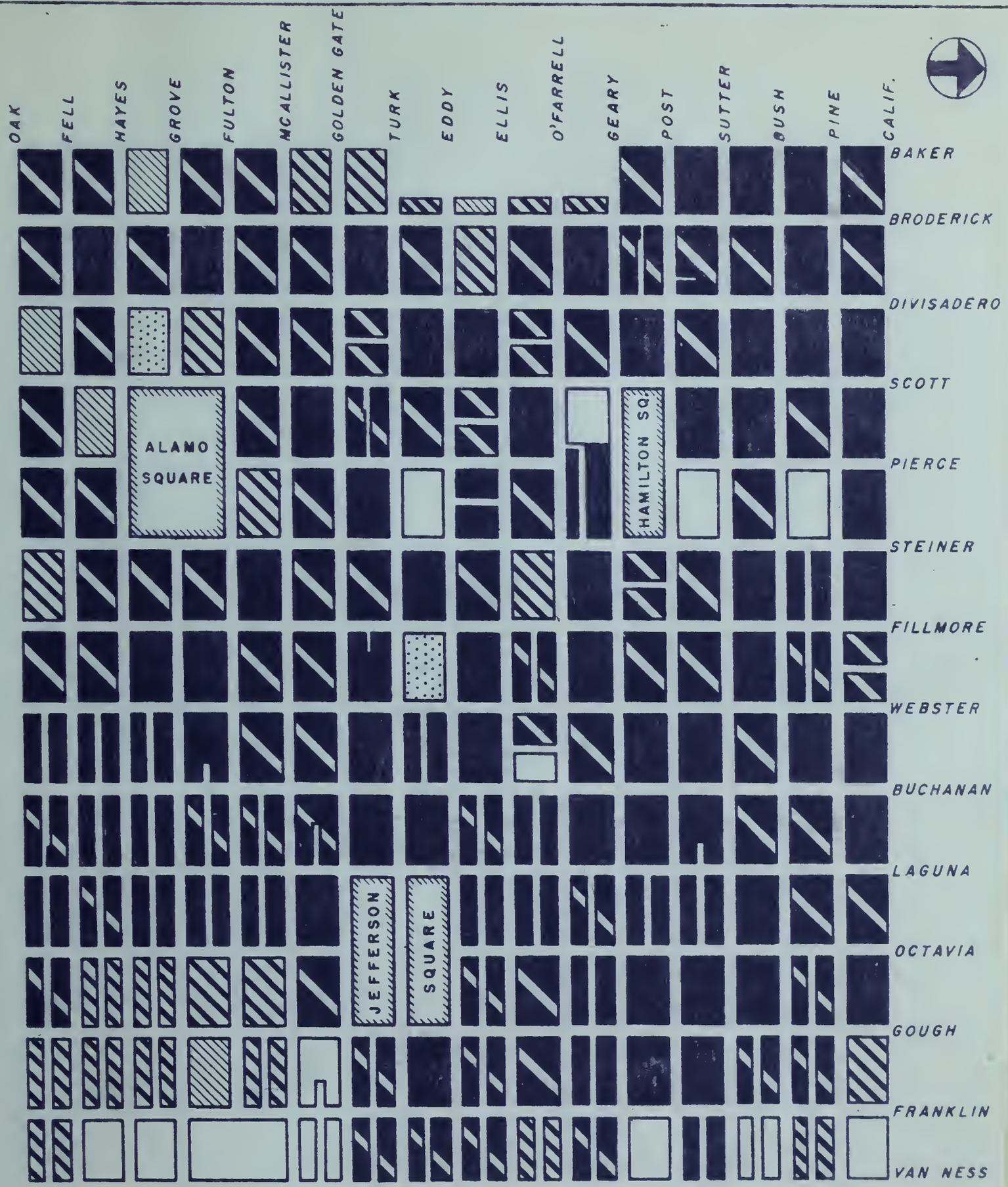


OWNER OCCUPANCY

PERCENT OF ALL DWELLING UNITS OCCUPIED BY OWNER

0 % | 0.2 - 19.9 % | 20 - 39.9 % | NO DWELLINGS

Source: 1939 Real Property Survey



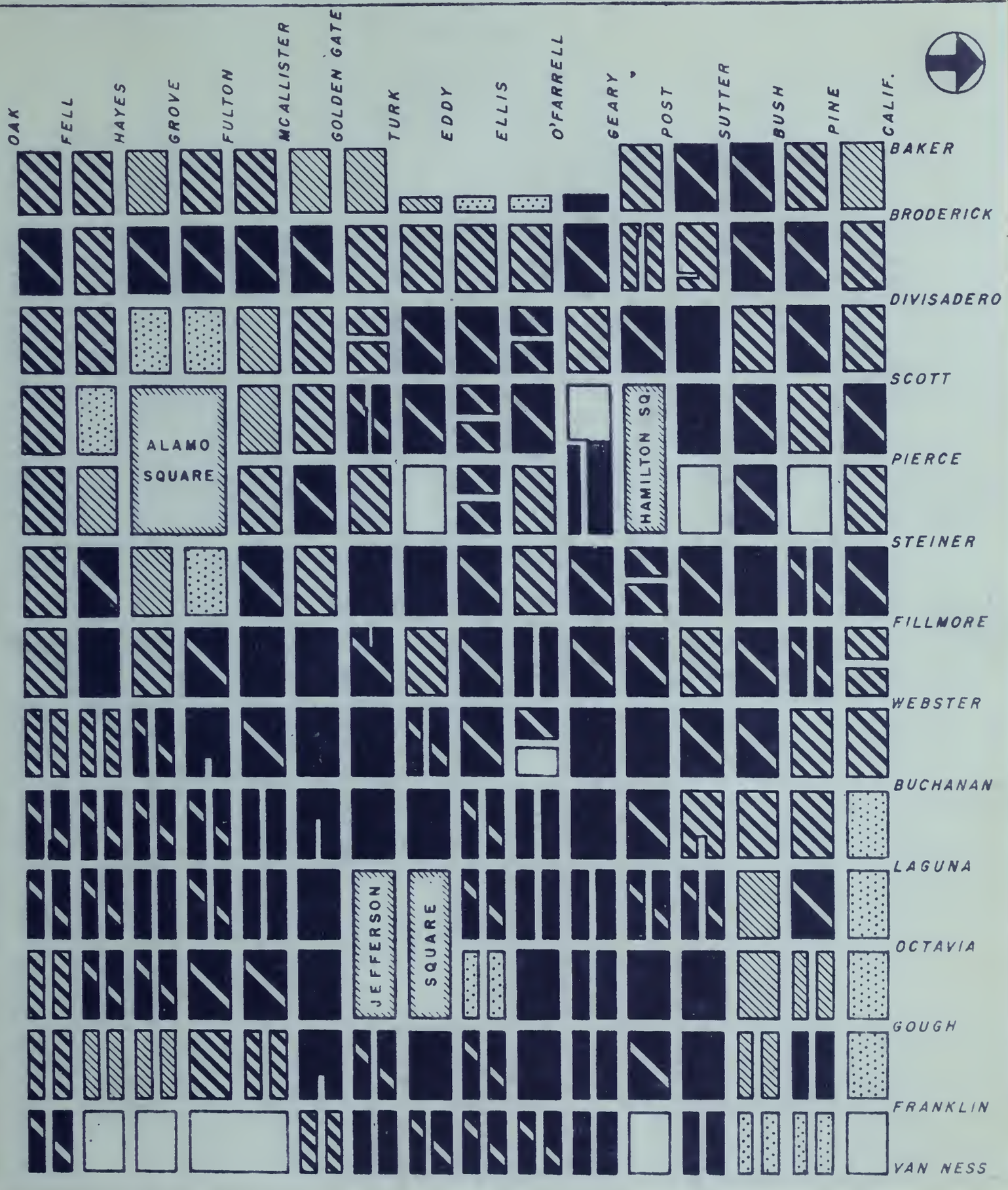
AGE OF STRUCTURE

MEDIAN YEAR BUILT

1894 OR BEFORE | 1895-1904 | 1905-1914 | 1915-1924 | 1925-1939 | NO DWELLINGS

Source: 1939 Real Property Survey

SAN FRANCISCO CITY PLANNING COMMISSION

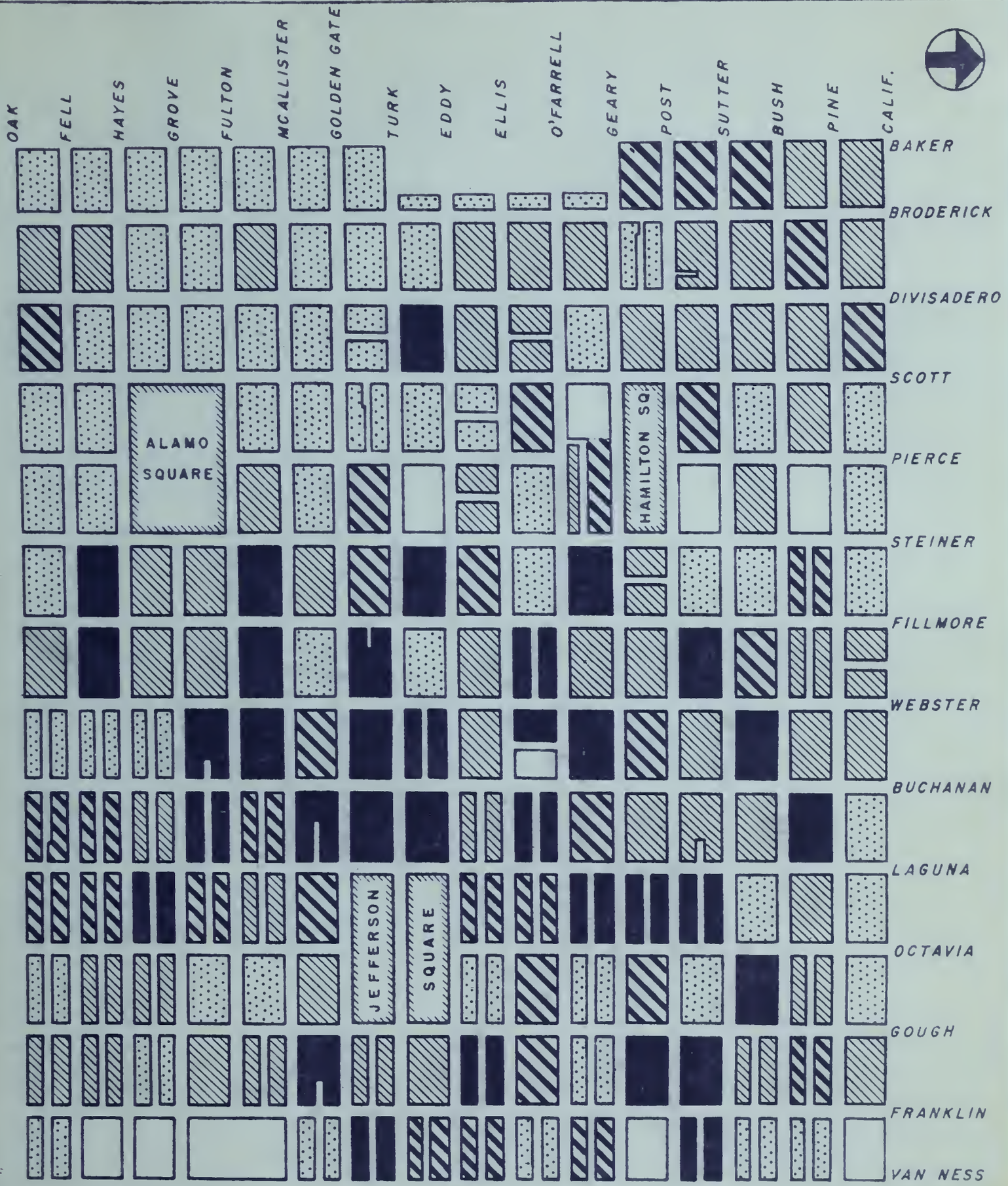


AVERAGE MONTHLY RENTALS

AVERAGE MONTHLY RENTALS OF ALL DWELLING UNITS (IN DOLLARS)

13-20 | 21-25 | 26-30 | 31-35 | 36 & OVER | NO DWELLINGS

Source: 1939 Real Property Survey

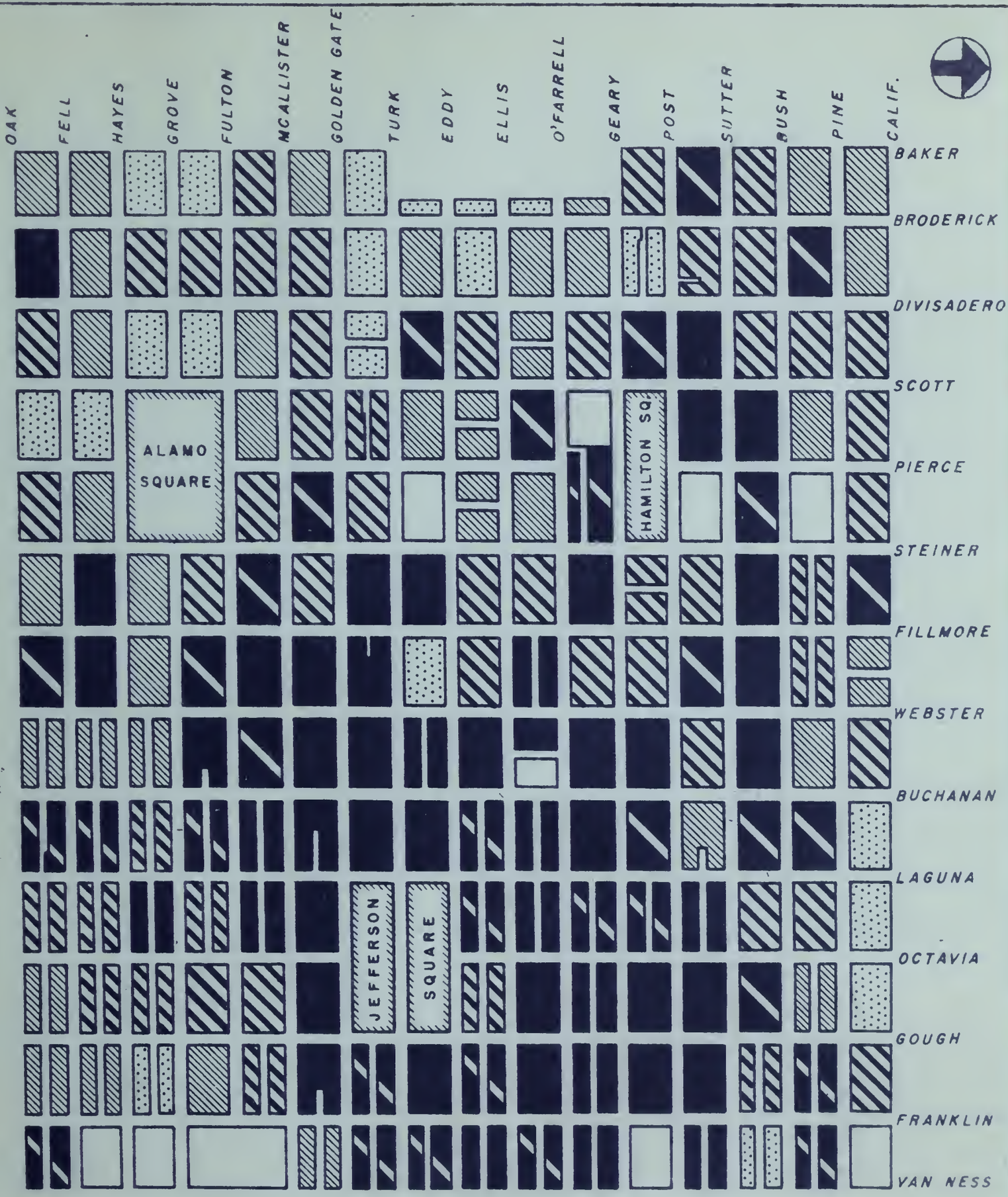


CONDITION OF RESIDENTIAL STRUCTURES

PERCENT OF ALL DWELLING UNITS IN STRUCTURES NEEDING MAJOR REPAIRS OR UNFIT FOR USE

1-10 % | 11-30 % | 31-50 % | 51% & OVER | NO DWELLINGS

Source. 1939 Real Property Survey

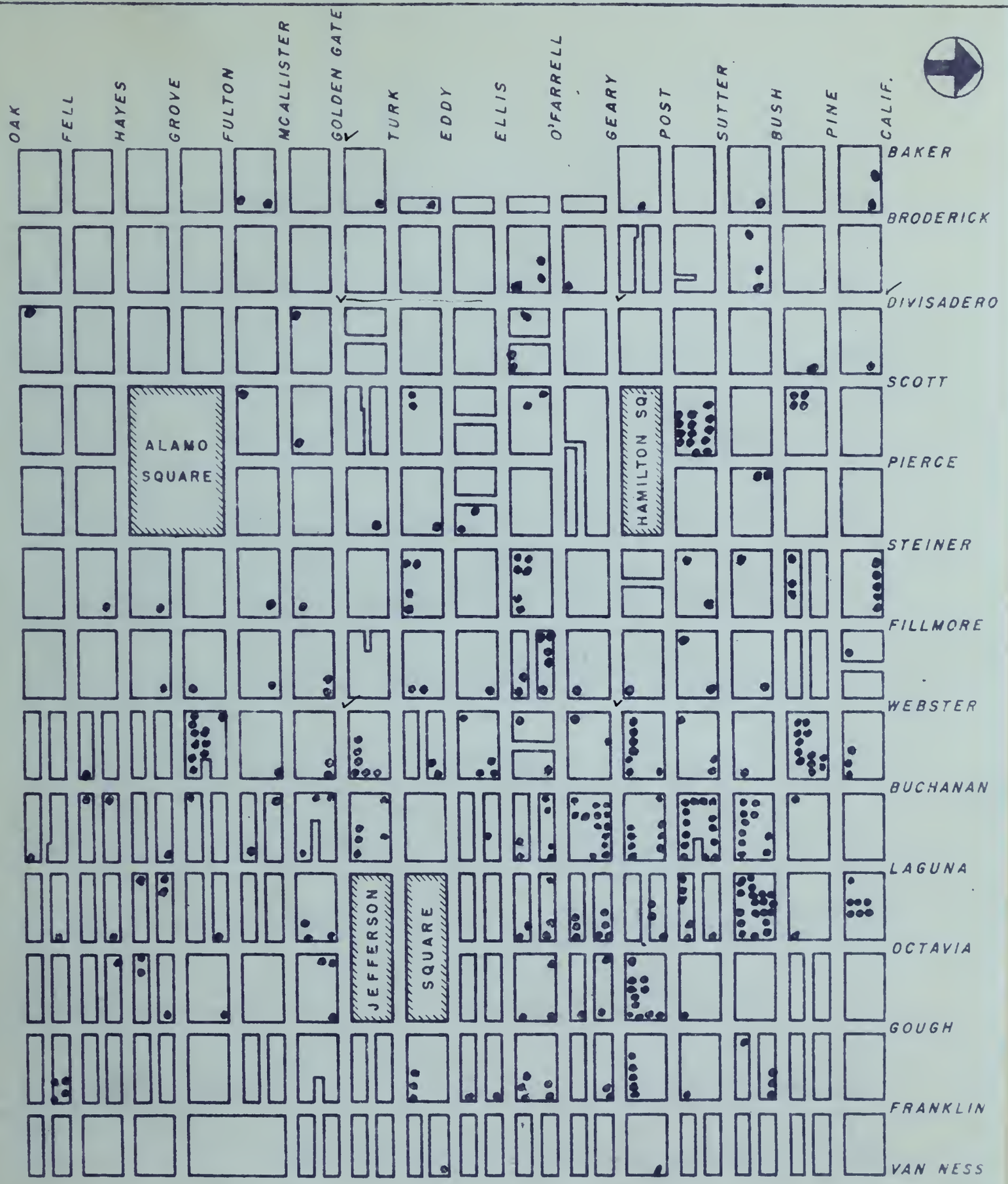


SUBSTANDARD STATUS

PERCENT OF ALL DWELLING UNITS WHICH ARE SUBSTANDARD

0-14.9%	15-29.9	30-49.9	50-69.9	70-100	NO DWELLINGS

Source: 1939 Real Property Survey

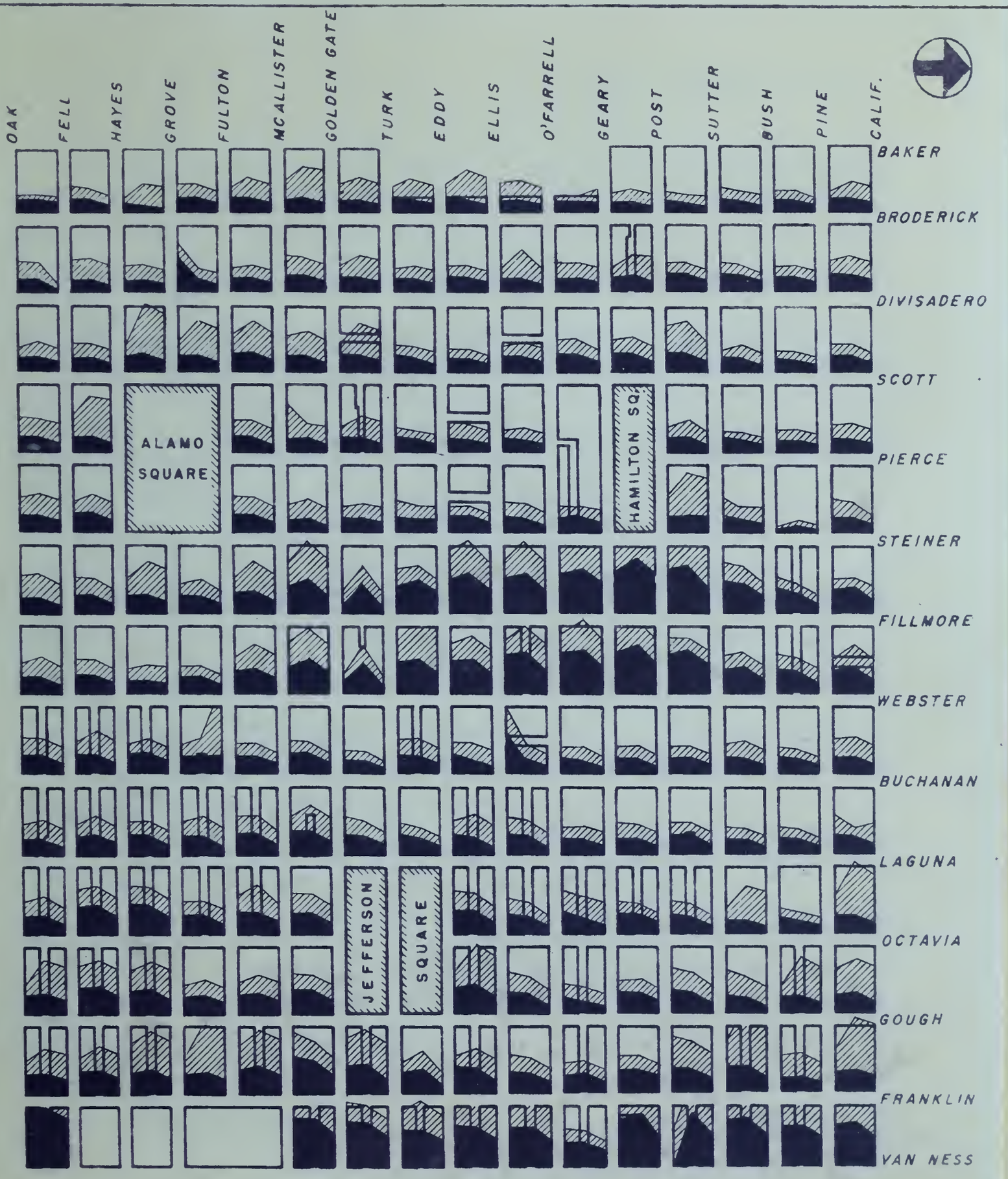


CONDEMNED BUILDINGS

1938 – 1945

27

SOURCE: DEPARTMENT OF PUBLIC HEALTH



ASSESSED VALUATIONS 1923-33-43

CLASSIFICATION OF AREAS FOR REDEVELOPMENT - PLAN 29

There are many formulas in use for the determination of slums and blighted districts. The least reliable method depends wholly upon casual observation. Authoritative determinations require a substantial basis of fact. Reliable facts are the product of systematic field surveys and investigations. The best definitions of areas for slum-clearance and redevelopment result from the scientific interpretation of relevant and properly-reported data.

The Committee on the Hygiene of Housing of the American Public Health Association has developed an economical method for determining sound policy in attacks upon slums and blighted areas. The system developed by this group is described briefly in Appendix A.

Time and man-power limitations have prevented measurement of housing quality by the application of the above formula. An adaptation of the method, however, gives results sufficiently accurate for policy decisions at this stage of the redevelopment program.

The factual basis for determination of blighted areas has been provided by the 1939 Housing Survey, the 1940 Census, and the records of municipal departments. The data and information found in these reports has been translated into a map showing by blocks the quality of housing in San Francisco under four classifications.

Method of Classification

Five major conditions were used as determinants or indicators of the existence of blight. These are: (1) average monthly rentals; (2) substandard status; (3) age of structure; (4) owner-occupancy, and (5) number of conversions.

(1) Average monthly rents shown in the Real Property Survey were grouped into five simplified categories; namely, $19 or less, $20 to $25, and $25 to $30, $30 to $40, $40 or more.

(2) Substandard status as defined in the Real Property Survey includes structures and dwelling units in need of major repairs or unfit for use, or lacking windows, proper sanitary and cooking facilities, electricity or gas. Blocks containing 70 to 100% substandard structures were placed in one group, those containing 50 to 70% into a second and 30 to 50% into a third, and 0% to 30% into a fourth.

(3) Age of substandard structures was shown in groups: those built prior to 1894, those 1895 to 1904 and 1905 to 1915.

(4) Owner-occupancy records were employed largely for the purpose of differentiating between areas in which rehabilitation is indicated and the districts requiring complete rebuilding. Blocks in which owner-occupied dwellings constitute less than 40 per cent

of the total number of dwellings were classified generally for redevelopment, provided other factors also pointed toward such policy.

(5) The Real Property Survey shows a maximum of 25 converted structures per block; i.e., residential buildings remodeled from single family to multiple or vice versa. For the purposes of this study, blocks have been classified into four groups: 16 to 25 conversions per block, 11 to 15, 6 to 10, 0 to 5. Two partial conversions shown in the Real Property Survey were counted as one.

These five conditions were placed on a single map of the city. The coincidence of varying types of conditions determined the classification of areas as follows:

PROTECTION AREAS

A - Substandard Dwellings	Negligible
Conversions	Negligible
Average Rental	$40 or More
B - Substandard Dwellings	0% to 30%
Conversions	0 to 5
Average Rental	$30 to $40
Median Year Built	1905 to 1914

REHABILITATION AREAS

C - Substandard Dwellings	30% to 50%
Conversions	6 to 10
Average Rental	$25 to $30
Median Year Built	1895 to 1904
Home Ownership	Over 40%
D - Substandard Dwellings	30% to 50%
Conversions	6 to 10
Average Rental	$25 to $30
Median Year Built	1895 to 1904
Home Ownership	Under 40%

REDEVELOPMENT AREAS

E - Substandard Dwellings	50% to 70%
Conversions	11 to 15
Average Rental	$20 to $25
Median Year Built	1895 to 1904
Home Ownership	20% to 40%
F - Substandard Dwellings	70% to 100%
Conversions	16 to 25
Average Rental	$19 or less
Median Year Built	1895 to 1904
Home Ownership	Under 20%

Analysis of Classification

The total number of blocks in the city (excluding large industrial, recreation, and unusable areas) is 5425.

	Group	No. Blocks	% of Total Blocks in City	% of Blocks in Problem Areas
Protection Areas	A	3052	56.0%	
	B	978	18.0%	
Rehabilitation Areas	C	620	11.5%	44%
	D	531	10.0%	38%
Redevelopment Areas	E	81	1.5%	6%
	F	163	3.0%	12%

From the above table showing the spread of blight by blocks, it can be said that roughly 74% of the city is in reasonably sound condition, tending toward blight and 22% is in need of rehabilitation or redevelopment; and 5% calls for complete rebuilding. However, it should be noted that on the basis of population, those areas most in need of rebuilding are the most congested. For that reason the proportioning of the above percentages according to persons per block would show a relatively larger population in Classes E and F.

Following is a general description of the areas included in each class.

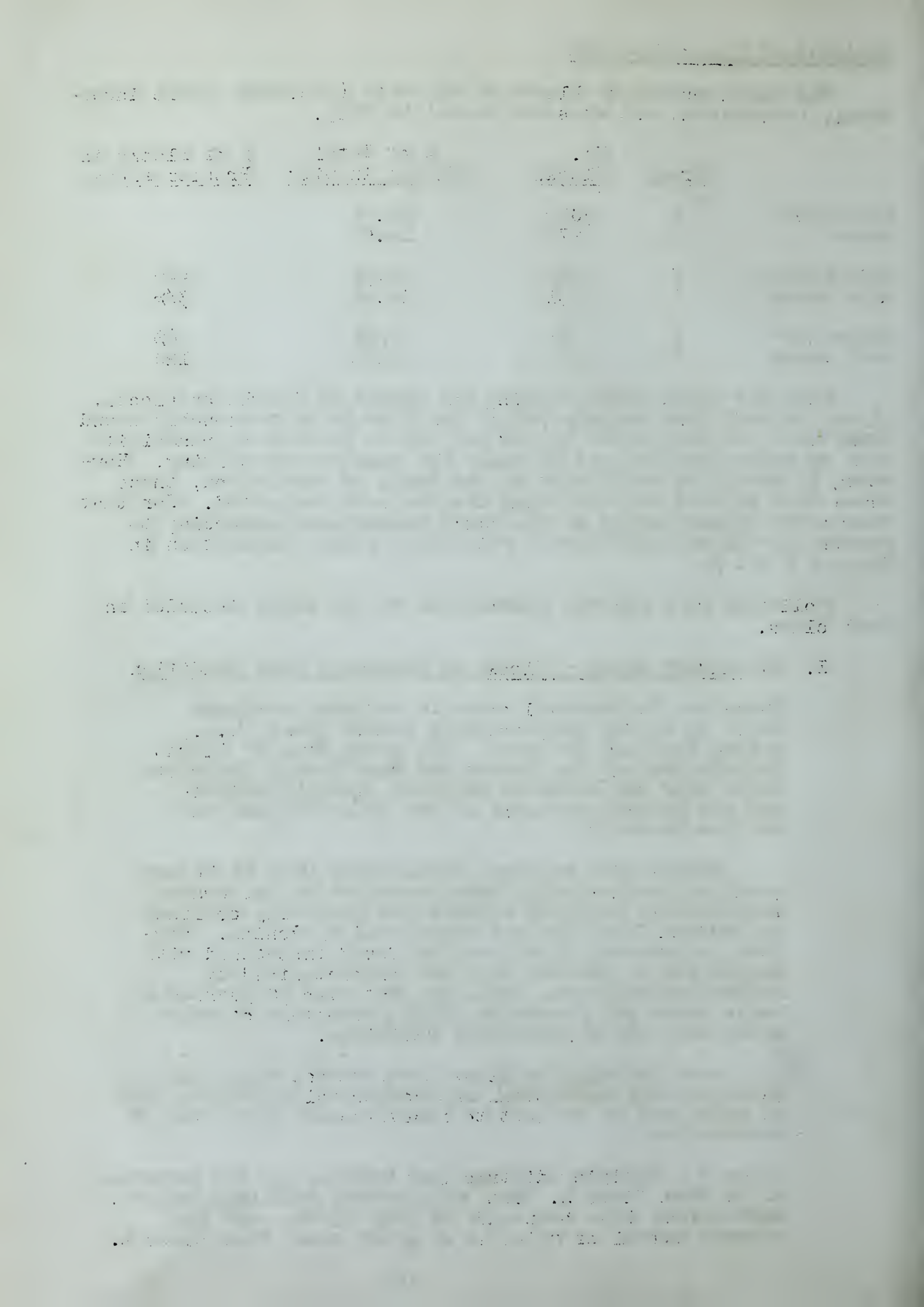
I. Protection Areas - Blocks in Generally Good Condition

Class A - Residential areas in outlying sections built up during comparatively recent times, i.e., during the last 20 years. The areas free of blight include most of the Sunset and West Portal districts, about half the Richmond District, Pacific Heights and the Marina, portions of the Outer Mission and Bayview Districts.

Examination of these areas shows them to be composed of single-family homes occupied by the owners; neighborhood shopping centers are generally confined to certain locations and restricted by zoning. However, occasional blocks may be found threatened with blight but in general they are characterized by modern construction, buildings not over 30 years old, rents above $40 per month, high percentage of owner occupancy, and no converted dwellings.

Also included in Class A are vacant areas, and predominantly industrial and commercial districts, some of which may be subject to redevelopment upon detailed examination.

Class B - Outlying districts of varying age but generally older than Class A. Some substandard dwellings appear, conversions have been made in many blocks, and the average rental or value is slightly lower than Class A.



Rehabilitation Areas - Blocks Threatened by Injurious Conditions

Between the protection areas and those seriously blighted, Classes E and F are to be found many blocks which were once in good economic and physical condition, but are now beginning to show evidence of increasing blight and decay. Without proper protective measures and improvements these areas will become worse, reaching in time the status of areas calling for complete rebuilding.

Class C - This group is characterized by an average monthly rental of from $25 to $30; dwellings in substandard condition run up to 50% per block; buildings are from 30 to 40 years old, and up to 5 dwellings per block have been converted for more intensive use. Over 40% of the homes are occupied by the owners.

These transition areas are to be found in the older portions of the Sunset and Richmond districts, north of California Street and east of Van Ness Avenue, on the heights above the upper end of Market Street, and in certain portions of the Outer Mission District.

Class D areas, like the Class C, are generally of intermingled single-family homes, 2 and 3 story flats, and small apartments. Home-ownership, however, is under 40%. In the areas closer to the center of the city the number of flats and apartments exceed the single-family homes.

Redevelopment Areas - Districts or Blocks in Which Comprehensive Rebuilding Is Indicated

Class E areas of obsolescence and moderate blight are widely distributed. They are characterized by average monthly rentals from $20 to $25; blocks which are generally 50% to 70% substandard; structures from 40 to 50 years old; and 11 to 15 converted dwellings per block.

These areas are on the fringes of Chinatown, the North Beach area, Western Addition, Haight Ashbury, Mission, Potrero Hill, Eureka Valley, Noe Valley, Bernal Heights, Geneva, Ingleside, Bayview and Hunters Point.

Flats from 2 to 3 stories and larger apartments predominate, although some single-family dwellings occupied by owners are scattered throughout the Class C areas. Owner-occupancy ranges between 40% and 20%.

Class F areas are clearly the most inadequate in terms of physical condition, the values are dropping, and social and governmental costs are rising. Substandard dwellings constitute from 70% to 100% of all dwellings per block. Conversions run from 16 to 25. The average rental is below $19 per month. Dwellings were built over 50 years ago, and owner-occupied homes are negligible, generally falling below 20%. These are the sections of the city which qualify for redevelopment.

The areas of marked blight and decay, most urgently needing rebuilding, are to be found close to the heart of the city. They embrace the oldest, most highly congested blocks. They are characterized by the lowest rents in the city - the highest percentage of substandard dwellings, the oldest dwellings in the city, and the highest number of converted structures. The owners of old homes have practically all moved out. The district is a rental area.

There are four major areas of the Class F type: Chinatown-North Beach, the Western Addition area surrounding Jefferson Square; South of Market Street and parts of the Mission near 14th Street. Small groups of blocks of this classification are also found on the slopes of Bernal Heights, the east side of Potrero Hill, and in Bayview.

Building types in these areas are generally 3 or 4 story flats or, as in Chinatown, tenement-type apartments.

A composite map showing all areas of the city classified in terms of housing and property conditions as outlined above is presented later. This map is usable in the determination of redevelopment areas as provided in the Community Redevelopment Act.

The adoption of Plan 29, Classification of Areas for Redevelopment, is in order, and by this reference is made part of this report and of the Master Plan.

Upon the adoption of this report one, several, or all the E and F areas, as shown thereupon, may be designated "Redevelopment Areas" by the Board of Supervisors.

Other Types of Redevelopment Areas

All the data and information concerning blighted areas heretofore presented have been developed from housing surveys. The facts pertain almost wholly to structures in which people are housed. Business and industrial uses are involved only because in some cases dwellings are found above stores or in buildings used for shops or industrial purposes.

There are other areas than those devoted to housing, however, that deserve note and marking as redevelopment areas under the law. These are also shown on Plan 29. They comprise the following types of districts:

1. Tidelands - subdivided areas along the Bayshore under water or subject to being submerged. Their usefulness and value are now practically negligible. The ownerships are scattered, and the streets offer no service to the community. They should be reclaimed.

2. Improperly-Subdivided Lands - areas on steep slopes, laid out with straight streets. The streets are generally useless because of grades and do not provide satisfactory access to property. Lots being inaccessible, remain unused and almost valueless. Such areas can be rehabilitated under the Redevelopment Law.

Final Classification of Redevelopment Areas

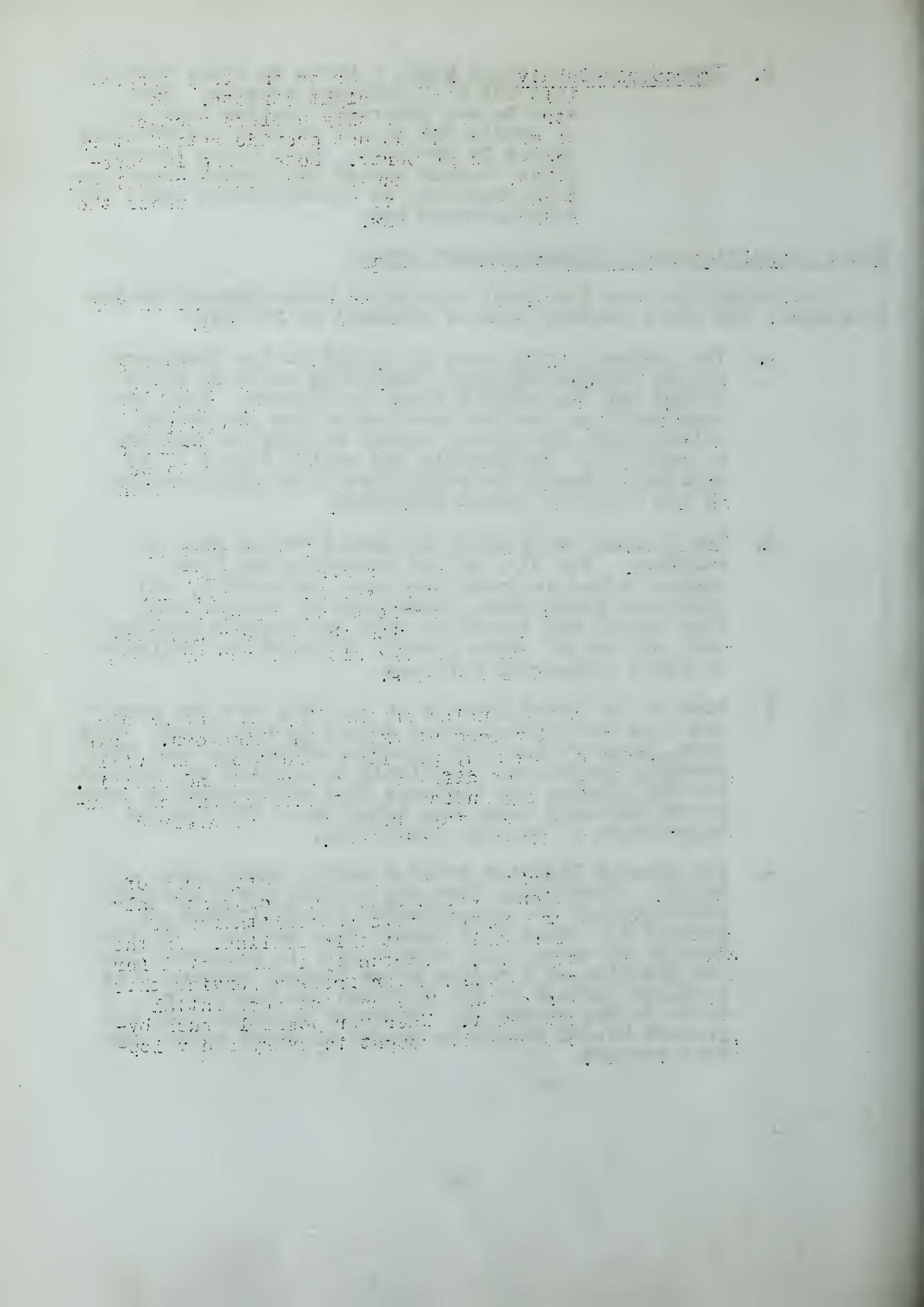
Reviewing the more pertinent aspects of redevelopment in San Francisco, the final picture emerges somewhat as follows:

1. The largest single area of blight in San Francisco is the Western Addition, embracing parts of Hayes Valley and the section known as Japtown. Here are opportunities for the creation of new properties which would give clean, modern housing to hundreds of families. The economic and social values to be achieved through the redevelopment of this section of the City are almost unlimited.

2. The housing areas South of Market Street must be attacked. The old, wooden tenements and flop houses sifted in among business, industrial, and warehouse properties, constitute an ever-present fire hazard and interfere with the orderly development and use of space ideally situated for business or light industrial purposes.

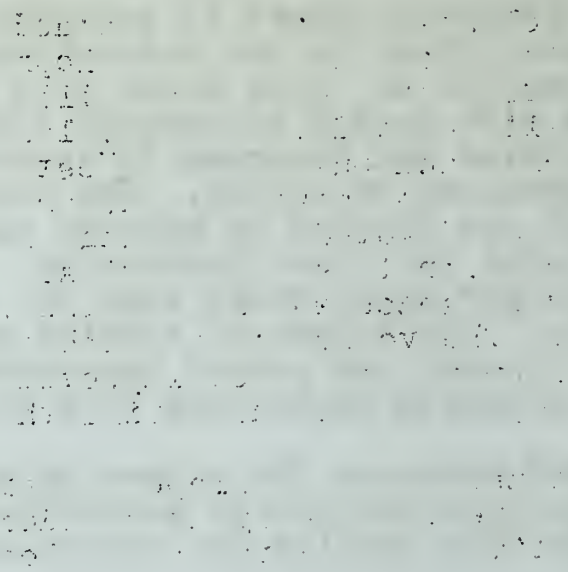
3. Some of the worst housing in the City and the greatest need for redevelopment exists in Chinatown. This area, however, has many peculiar conditions and will probably be the most difficult to rebuild and reclaim. Further studies may indicate that enforcement of regulatory measures alone may bring about the desired improvement of housing conditions.

4. The Mission District shows a large, spotty area of blight. Conditions here are getting worse and only redevelopment or comprehensive rehabilitation of certain key areas will arrest this decline. In the Mission an exceptional opportunity is presented for the creation of a modern motor freeway serving this populous section of the City and the residential areas to the southwest. Wherever possible such by-product values should be sought in every redevelopment project.



5. The tidelands cannot be regarded as having a subordinate place in the redevelopment program. The reclamation of these areas will provide San Francisco with needed industrial land. The small industries and business in Western Addition face the prospect of moving. The areas South of Market Street now devoted to housing should be made available for these industries. The concerns seeking larger space would find the reclaimed tideland usable. The volume of rubbish and earth coming from freeway and street improvements and redevelopment projects would help fill the tidelands.

6. Several areas on the slopes of hills, notably Twin Peaks, were improperly subdivided years ago. These may in time qualify for redevelopment.



CLASSIFICATION OF AREAS
FOR REDEVELOPMENT

Map showing areas in San Francisco
in which conditions are found
indicating the existence of blight

PLAN 29

This Plan, No. 29 of a series, has been approved by Resolution No. 2998 dated December 20, 1945, as a part of the Master Plan of the City and County of San Francisco.

Michel D. Weill
President

J. Roger Deas
Secretary

THE MASTER PLAN
of the CITY & COUNTY of
SAN FRANCISCO

CLASSIFICATION OF AREAS FOR REDEVELOPMENT

A	**PROTECTION AREAS**	
	SUBSTANDARD DWELLINGS	NEGLIGIBLE
	CONVERSIONS	
	AVERAGE RENTAL	$40 OR MORE
B	SUBSTANDARD DWELLINGS	0% TO 30%
	CONVERSIONS	0 TO 5
	AVERAGE RENTAL	$30 TO $40
	MEDIAN YEAR BUILT	1905 TO 1914
	REHABILITATION AREAS	
C	SUBSTANDARD DWELLINGS	30% TO 50%
	CONVERSIONS	6 TO 10
	AVERAGE RENTAL	$25 TO $30
	MEDIAN YEAR BUILT	1895 TO 1904
	HOME OWNERSHIP	OVER 40%
D	SUBSTANDARD DWELLINGS	30% TO 50%
	CONVERSIONS	6 TO 10
	AVERAGE RENTAL	$25 TO $30
	MEDIAN YEAR BUILT	1895 TO 1904
	HOME OWNERSHIP	UNDER 40%
	REDEVELOPMENT AREAS	
E	SUBSTANDARD DWELLINGS	50% TO 70%
	CONVERSIONS	11 TO 15
	AVERAGE RENTAL	$20 TO $25
	MEDIAN YEAR BUILT,	1895 TO 1904
	HOME OWNERSHIP	20% TO 40%
F	SUBSTANDARD DWELLINGS	70% TO 100%
	CONVERSIONS	16 TO 25
	AVERAGE RENTALS	$19 OR LESS
	MEDIAN YEAR BUILT	PRIOR TO 1894
	HOME OWNERSHIP	UNDER 20%

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MT SUTRO
TWIN PEAKS
LAKE MERCED
JOHN McLAREN PARK
SAN FRANCISCO BAY

N

SCALE IN FEET

FURTHER PROCEDURE IN REDEVELOPMENT

The adoption of the Master Plan by the Planning Commission inaugurates the official redevelopment program. Upon notification that a Master Plan has been adopted, the Board of Supervisors may 1) designate a redevelopment area or areas, and 2) adopt a project plan for the whole or part of any redevelopment area. The Board may act upon its own initiative or in response to petition in defining a redevelopment area.

Rights of Property Owners. Any person, group, or association may file such a petition, and may accompany it with a proposed plan for the area suggested for redevelopment. The Board may hold a hearing upon the area and plan at the same time.

The problem of determining when, how, and under what financial arrangements a redevelopment project is planned becomes critical at this point. Certain important features of the law and general lines of municipal policy must be made clear.

The Redevelopment Law contemplates a large measure of private initiative and investment in the rebuilding of blighted areas. Nothing contained in the law bars the present owners of property in such an area from acting in their own behalf. They are free to move at any time, individually or collectively, in the planning of new construction and improvements. They can petition the Board of Supervisors to designate one or more blocks as a redevelopment area. They can submit a general scheme or plan for the redevelopment of this area.

The first questions asked by owners seeking to use the redevelopment law will probably concern the size of the area required for an acceptable project, the types of public aid available to owners, and means of securing it.

Importance of Size. The size of the project clearly determines its value from the community standpoint. A few lots rebuilt can scarcely affect a large area of blight. Even a single block offers little promise, although the example of unity shown by owners in such an area may stimulate wider action.

The difficulty of planning a satisfactory redevelopment project on a single block arises from the fact that adequate space and building arrangements can rarely be made. Neighborhood unity, establishment of proper relationship of the project to other improvements, determination of suitable uses for the land, permanence, attractiveness, and other important qualities come within the range of possibility when a group of several blocks are planned together.

The City Planning Commission must encourage owners to cooperate in the rebuilding of blighted districts and can aid them in the development of project plans, but it must, for the good of the community, favor projects of adequate area.

Public Aid. Public aid can be in the form of 1) the preparation of project plans and 2) the acquisition of "hold out" properties. Where the owners find it impossible to organize, or to agree upon a general plan of development, or show no interest whatever in the improvement of their blighted district, the municipality can proceed without them. A project plan can be made and approved and steps taken to acquire the property. Appraisals will be made and as much land as possible will be purchased through direct negotiations with owners. Condemnation action would be taken only when necessary.

When the municipality is invited to participate with financial aid in any redevelopment program, or forced to use its funds and its power of eminent domain to consolidate properties, the public interest is involved. Standards and principles governing the uses of the land and the types of buildings to be constructed become important. All public funds used to acquire the land, to demolish buildings, to cover the differential between cost and selling price, or for other purposes, is subject to accounting. This public investment must purchase some tangible improvement or facility, or some definite physical quality in the project, or social and economic benefits having obvious community value. The law provides that the community, through appropriate action by the Board of Supervisors, may establish the rules under which redevelopment is to take place.

The determination of the standards and conditions which are to govern the redevelopment of any area using public funds poses difficult problems. Clearly the plan for the reconstruction of the slum or area of blight should not repeat the errors, inadequacies, and defects of the original development, made several generations back. The least that can be expected is that those doing the rebuilding today shall avoid making the same mistakes. The use of public planning and public funds will be justified only if a higher type of improvement appears in the reconstruction of these substandard areas.

Desirable Standards for Redevelopment Projects. The redevelopment of areas of blight will have limited community value unless the housing provided shows 1) low land coverage 2) low population densities and, 3) adequate provisions for recreation, gardens and planting, and space for the care and maintenance of automobiles.

At this point it may be profitable to review the factors and conditions common to areas of blight and to translate the more objectionable items into a generalized set of guides for project planning.

Characteristics of Existing Slums and Blighted Areas	Desirable Standards For Redevelopment Projects
(a) Mixtures of dwellings, stores factories, shops, warehouses	(a) Orderly, harmonious arrangement of buildings and uses.
(b) Flimsy, termite-ridden, wood frame and stucco buildings	(b) Well-designed, vermin-and rodent-proof construction, fire-proof wherever possible.

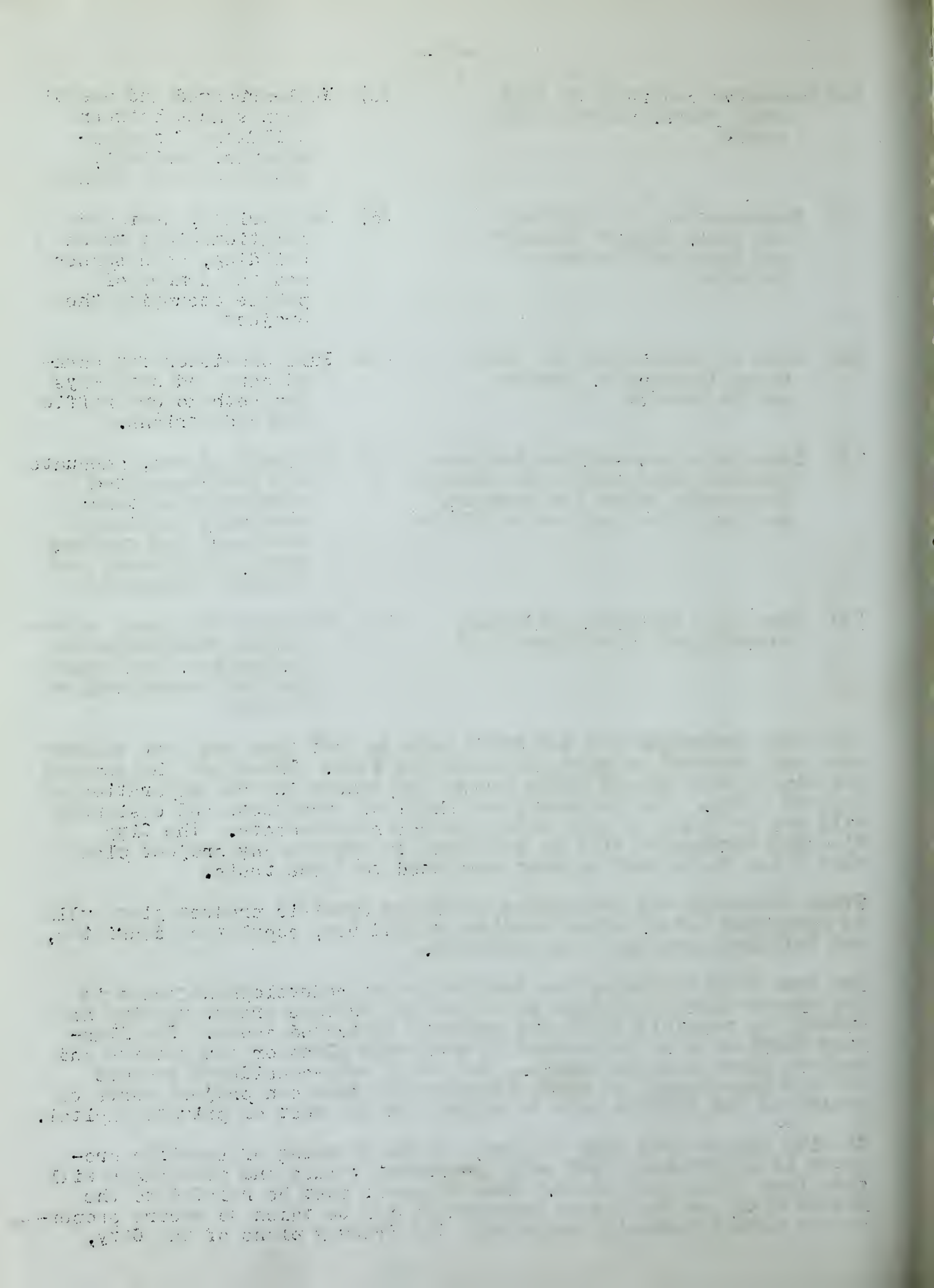
(c) Excessive coverage of land, small yards, narrow light courts	(c) Well-arranged and useful open spaces between buildings for playgrounds, sunlight, planting, and vistas
(d) Overcrowding of buildings and land, faulty exterior and interior designs of buildings	(d) Appropriate, designed relationship between building, open spaces and the number of people occupying the project
(e) Lack of facilities for motor cars; inadequate, unsafe public streets	(e) Full provision for parked cars and safe ways for both motor traffic and pedestrians.
(f) Low-grade, shoe-string business streets; dwellings over stores; inadequate space for parking, no facilities for community use	(f) Properly placed, adequate and well-appointed commercial centers; community buildings with game and meeting rooms, libraries, and similar facilities
(g) Excessive ugliness, disorder, accumulated rubbish and junk	(g) Properly designed, attractive structures and landscapes, well-equipped for clean, modern living

The above standards are set forth here so that they may have acceptance and approval as part of the Master Plan. These are the general principles that should guide owners and others in the preparation of project plans. The ingenuity and skill of architects and designers will not be taxed to meet these general requirements. The City Planning Commission will be reluctant to approve any project plan that fails to measure up when subjected to these tests.

Other standards and principles governing specific project plans will be presented later, after studies of land use, population densities, and building coverage have been made.

The next step following the designation of redevelopment areas is the preparation of project plans for one or more areas, meeting as closely as possible the basic criteria indicated above. The Planning Commission is authorized to make such plans or can receive and approve plans made by others. Not until well-considered schemes for the improvement of specific areas are made can project costs be estimated and efforts made to enlist the interest of private capital.

It will appear from time to time, as the planning of specific projects is undertaken, that many by-product values and advantages will flow from these operations. Redevelopment must be related to the Master Plan, so that every opportunity can be taken to secure property for needed community purposes. The Freeway plans of the City,



for example, become entirely feasible in some districts because the rights-of-way run through blighted areas. Such improvements can be anticipated within a specified period of time if the redevelopment program can be activated and made a continuing operation.

Importance of Financial Analysis A redevelopment program cannot be considered practicable, however, unless it rests upon a thoroughly sound financial analysis. The City has a large part in the redevelopment program, but it serves merely as a land agent. All responsibility for construction, except for necessary public facilities, is passed to private interests.

No proposed redevelopment scheme, regardless of its architectural merit or of the pretty picture displayed, can be considered valid until a study has been made of all its economic implications. Redevelopment is not likely to start at any point until a project plan and its attached financial statement provide a satisfactory answer to every basic economic question. The public agencies must be able to see with reasonable clarity the total public cost and the returns to the community for every public dollar expended. Those representing private capital will scrutinize all figures, and no private funds are likely to be forthcoming unless there is assurance of an acceptable return and reasonable security for invested capital.

Action Program It is evident that San Francisco has a redevelopment problem. The first area of attack, considering the untested authority of the law, must be a district in which housing conditions are obviously bad.

One important factor, however, limits action at the present time. The critical housing shortage makes any attempt to eliminate even the worst dwellings a hazardous procedure. The law requires certification by the Board of Supervisors that,

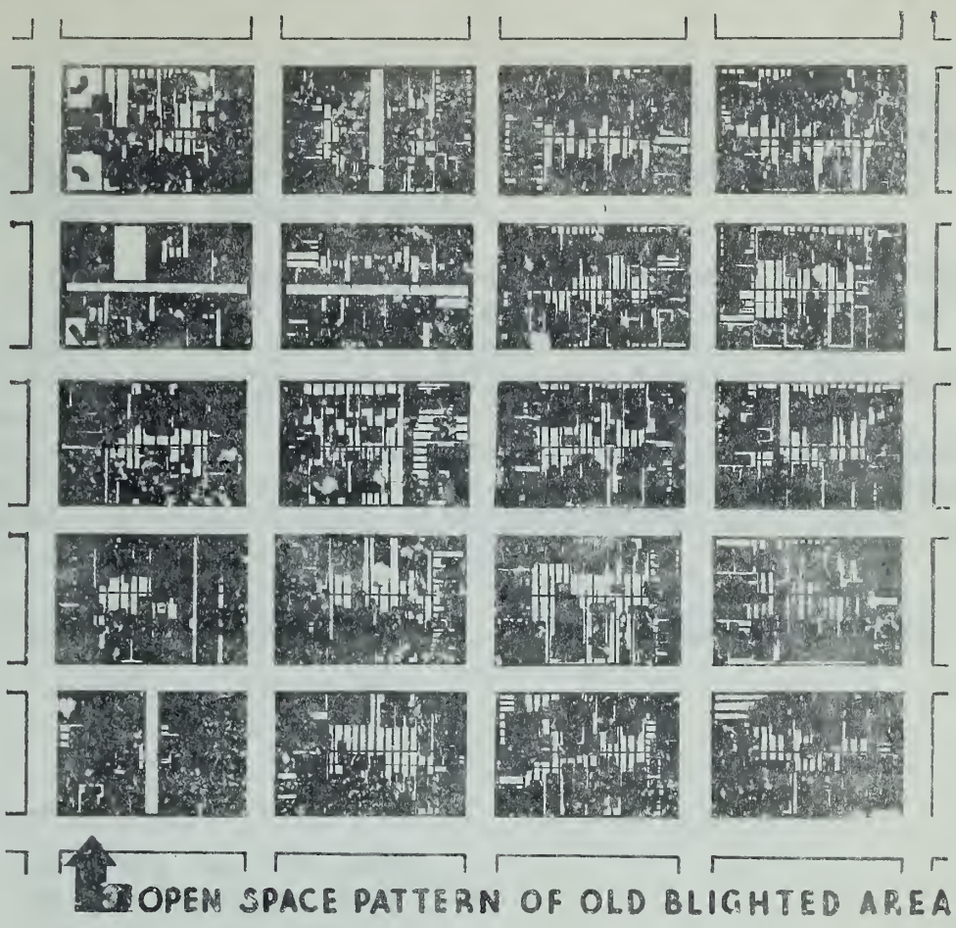
> "adequate, permanent housing facilities are or will be made available in the community for such displaced occupants, at rents comparable to those obtaining at the time of their displacement."

This provision of the law emphasizes the necessity for a coordinated housing program, embracing both public and private units. Since the present occupants of slums and blighted districts are largely of the low-income classes, the Housing Authority may well be expected to provide accommodations for families of this type compelled to move out of a redevelopment area. The law permits use of adequate temporary housing "for a period of 3 years" to enable a redevelopment program to get under way. The war housing now under the control of the local Housing Authority can be used whenever the vacancy factor in such housing, in the judgment of the Authority, permits its use as an element of a coordinated housing program.

White areas are open spaces

Black areas are buildings

THE BUILDINGS COVER 79% OF THE LAND



OPEN SPACE PATTERN OF OLD BLIGHTED AREA

TYPICAL BUILDING ARRANGEMENT IN A REDEVELOPMENT PROJECT

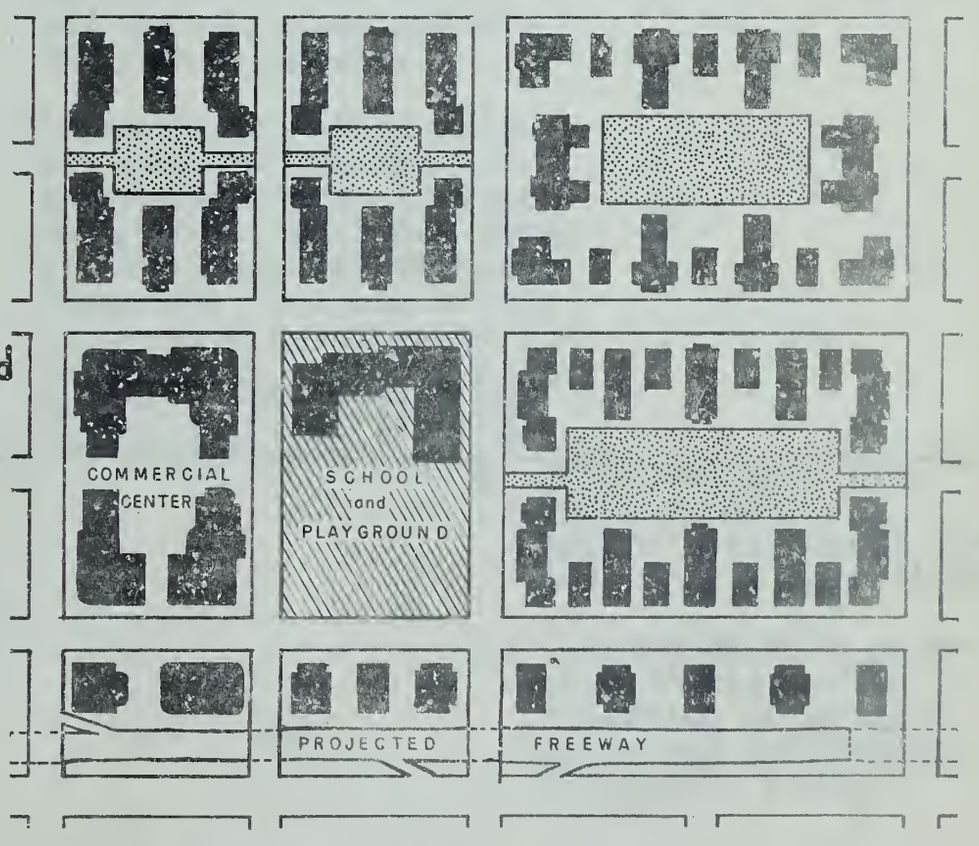
Buildings

Private areas

Neighborhood areas

Public areas

THE BUILDINGS COVER 29% OF THE LAND



REARRANGEMENT OF SPACE PROVIDES FOR SUNLIGHT, VIEWS, PLANTING, PLAY AREAS, AUTOMOBILE PARKING FIRE PROTECTION, AND SAFE, ENJOYABLE LIVING

It is doubtful, considering the heavy demand for accommodations in the city, if the Board of Supervisors could state at this time (1945) that housing for displaced families is now available. When such housing is available, however, redevelopment should start.

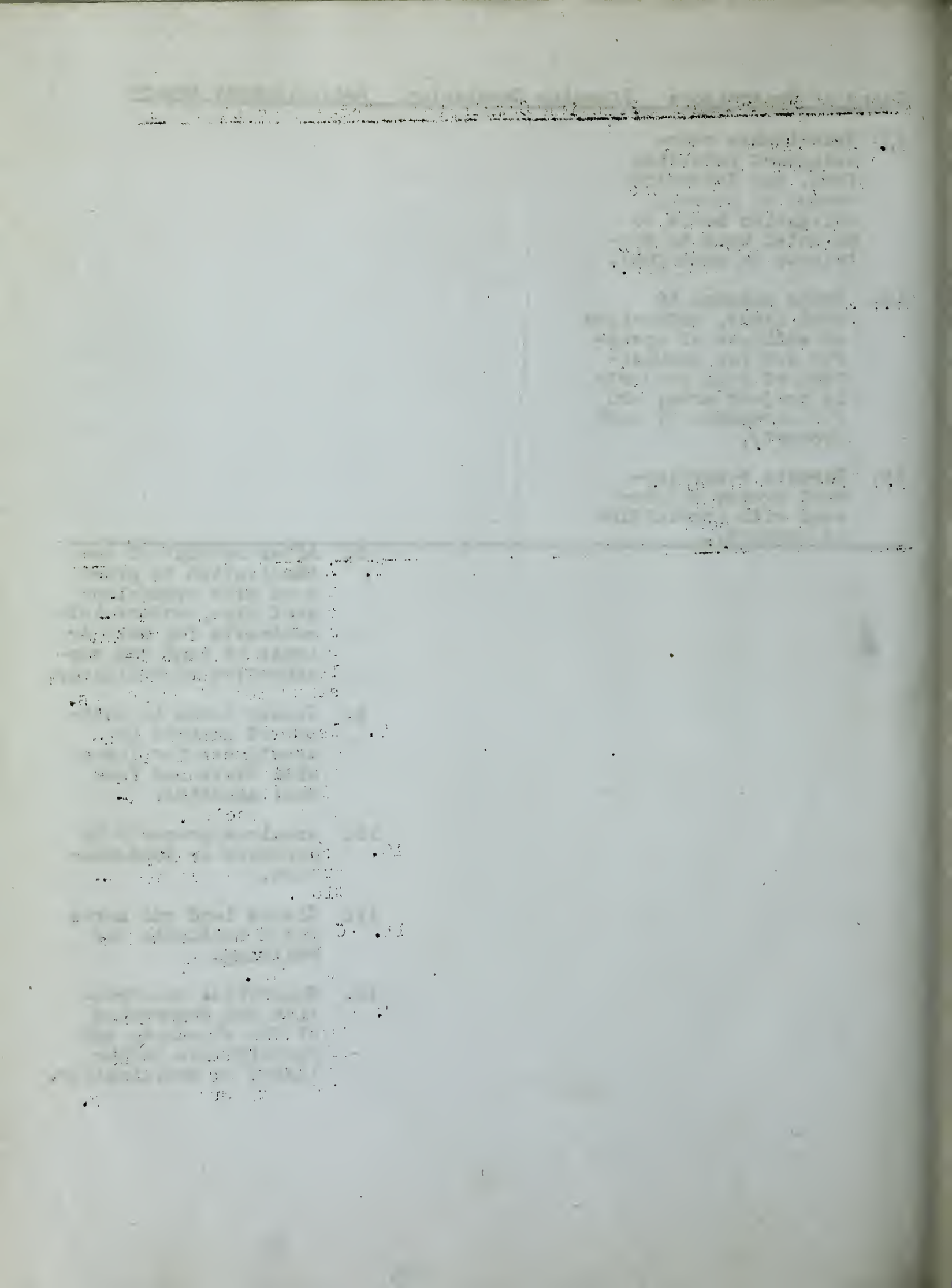
Outline of Procedure. In the meantime, progress can be made in (1) the study of blight and its causes, (2) the determination of areas for rebuilding, (3) the development of the project plans including appropriate standards for building coverage and population density, (4) perfection of legislative and procedural details, (5) determination of costs and returns, and establishment of practicable formulas for financing projects in different sections of the city. The progressive steps to be taken from this point, in conformity with procedures set forth in the present Redevelopment Law, are as follows:

Board of Supervisors	Planning Commission	Redevelopment Agency
1. Designates, after public hearing, one or more redevelopment areas.		
	1. Selects one or more project areas, and prepares or accepts from other sources, a tentative plan for each area, including appropriate standards and restrictions governing redevelopment. 2. Presents tentative project plan to the Board of Supervisors with a report which shall include, among other things, "preliminary financial analysis of the proposed redevelopment together with proposed rent ranges on properties for residential use."	
2. Determines whether the redevelopment agency is to be formed and estimates funds needed for its support.		1. If established presents to Board of Supervisors annual budget for its operations. 2. Cooperates with planning commission in selection of project areas and development of project plans.

Board of Supervisors	Planning Commission	Redevelopment Agency
3. Decides whether to hold hearing on tentative project plan or to send it back for revision.		
4. Acts upon the proposed project plan by a) approving it, b) rejecting it or c) accepting it with modifications.		
5. Adopts the approved project plan by ordinance after public hearing.		
6. Files statement on official project plan with county recorder.		
7. Transmits to redevelopment agency and to building department copy of ordinance adopting project plan.		
8. Reviews building permits in area covered by project plan.		
	3. Cooperates with redevelopment agency in preparation of redevelopment plan; proposes standards and restrictions; outlines necessary and desirable public facilities in area.	3. Prepares a redevelopment plan for official project area, or authorizes preparation of such plan by some other agency, or by property owners of area.
		4. Confers with other public agencies on plans and costs of public facilities and utilities.
		5. Prepares appraisals of property and estimate of costs.
		6. Confers with representatives of private capital regarding interest in project and details of financial plan.

Board of Supervisors	Planning Commission	Redevelopment Agency
		7. Submits redevelopment plan to Board of Supervisors.
	4. Reports to Board of Supervisors on conformity of redevelopment plan to tentative project plan and to Master Plan.	
9. Fixes time and place for hearing on redevelopment plan.		
10. Receives alternative redevelopment plans and forwards to Planning Commission for report; continues hearing to enable Planning Commission to report.		
	5. Reports to Board of Supervisors upon any alternative redevelopment plan submitted to it.	
11. Holds hearing upon redevelopment plan of agency and any alternative plans submitted.		
12. Adopts an ordinance creating official redevelopment plan.		
13. Provides for expenditure of public money for execution of official redevelopment plan.		
14. May require agency to submit for approval any contracts for execution of official redevelopment plan.		
15. Stays execution of official redevelopment plan for 30 days, or up to 60 days, to permit contract negotiation with property owners in area.		

Board of Supervisors	Planning Commission	Redevelopment Agency
17. Establishes redevelopment revolving fund, and determines amount of general obligation bonds to be voted upon to contribute to such fund.		
18. After passage of bond issue, authorizes expenditure of specific sum for acquisition of real property in project area, and for clearance of such property.		
19. Directs redevelopment agency to proceed with acquisition of property.		
		8. After receipt of authorization to proceed with redevelopment plan, enters into contracts for sale or lease of land and construction of buildings.
		9. Issues bonds in authorized amounts or negotiates for loans with State and Federal agencies.
		10. Acquires property by purchase or condemnation.
		11. Clears land and makes sites available for building.
		12. Supervises construction and observance of the standards and restrictions established by municipality.



Recommendations and Conclusions

The simplified schedule shown above indicates the volume of work involved in processing a redevelopment project and the length of time required for the preparation and execution of plans. Estimates may now be made of the manpower requirements and the funds needed to carry this program continuously forward.

The Planning Commission, by approval and adoption of this report (1) recognizes the necessity for the ultimate redevelopment of the blighted districts of San Francisco, (2) approves the general objectives and goals for redevelopment set forth herein and in related sections of the Master Plan, (3) endorses a program of action based upon the Community Redevelopment Act, particularly the necessity for an official designation of redevelopment areas by the Board of Supervisors, and (4) recommends the employment of necessary personnel and the formation of a redevelopment agency as provided by law for the purpose of advancing the redevelopment program.

It is the firm conviction of the City Planning Commission that slums and blighted areas are now, and will become increasingly a handicap to the proper growth and development of this city. The reclamation of these areas is not likely to result from the unaided efforts of a few progressive owners of property.

The municipality has a duty with respect to all owners, to the occupants of the area, and to the community at large. The City and County of San Francisco must officially stimulate action looking toward the ultimate elimination of all areas of blight and the removal of all substandard housing. The effort that will be required to attain these goals will be tremendous, but the work will be constructive and altogether worthy. By this means San Francisco can become the most attractive and livable city in the world.

A P P E N D I X

Appendix A

A METHOD OF RATING AND EVALUATING HOUSING IN SLUMS AND BLIGHTED DISTRICTS

"The physical environment of dwellings--a basic element in housing adequacy but ignored in the usual housing survey--is evaluated as fully as conditions of the dwelling itself. Factors appraised include land crowding, intermixture of business or industry with residence, exposure of dwellings to street traffic hazard or to railroad smoke and noise, provision of the basic utilities, and accessibility of community facilities such as schools, parks, and playgrounds. In the dwelling appraisal, customary survey items such as toilet and bathing facilities and overcrowding are used, but new indices have been developed for condition of repair, safety of egress, adequacy of heating and lighting, sanitary condition of the premises, and other items significant for health or safety. Criteria of overcrowding have been greatly sharpened beyond the usual single index of persons per room.

Both dwelling and environmental conditions are appraised in terms of objective schedule items which assure consistent reporting by different observers. Any condition which falls short of a decent contemporary standard is given a penalty score in accordance with its seriousness as a threat to health, safety, or fundamental livability. The term "basic deficiency" is used for extreme conditions commonly recognized by official agencies as a ground for corrective action. Dwellings showing such defects are designated as substandard, whatever their classification by total penalty score.

The standards and scoring values used have been derived from the Committee's "Basic Principles of Healthful Housing" and checked with public officials to assure their reasonableness as a basis for remedial action. The scores (assigned in the office, not by the enumerator) have been shown by tests in numerous cities to give an accurate picture of housing quality from extreme slums to completely modern neighborhoods. Scores also provide a concise expression of housing quality which simplifies comparison of one dwelling, area, or type of housing with another.

Clear, well-designed forms present the results for ready understanding, either in terms of individual case studies or through statistical analysis of mass data. Clarity in this respect, together with the wide range of factors appraised, makes the findings useful to many official and unofficial agencies, and provides them with the basis for a new type of joint attack."

From - A Yardstick of Housing Needs
by Allan A. Twitchell,
Technical Secretary, Committee on the Hygiene of Housing, American Public Health Association.
The American City Magazine,
June 1945